NATIONAL PARK SERVICE BUDGET MANAGEMENT

Y 4.R 31/3:103-9

OVERSIGHT HEARING

BEFORE THE

SUBCOMMITTEE ON NATIONAL PARKS,
FORESTS, AND PUBLIC LANDS

OF THE

COMMITTEE ON
NATURAL RESOURCES
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

NATIONAL PARK SERVICE:
BUDGET ACCOUNTABILITY AND FINANCIAL MANAGEMENT

HEARING HELD IN WASHINGTON, DC
MARCH 4, 1993

Serial No. 103–9

Printed for the use of the Committee on Natural Resources

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NATIONAL PARK SERVICE: BUDGET ACCOUNTABILITY AND FINANCIAL MANAGEMENT

THURSDAY, MARCH 4, 1993

HOUSE OF REPRESENTATIVES,
COMMITTEE ON NATURAL RESOURCES,
SUBCOMMITTEE ON NATIONAL PARKS,
FORESTS AND PUBLIC LANDS,
Washington, DC.

The subcommittee met, pursuant to call, at 10:05 a.m., in Room 1324, Longworth House Office Building, Hon. Bruce F. Vento, presiding.

OPENING STATEMENT OF CHAIRMAN VENTO

Mr. VENTO. The Subcommittee on National Parks, Forests and Public Lands will be in order.

We are meeting today to hear from representatives from the National Park Service regarding the National Park Service budget. Specifically, this is an oversight hearing on how the National Park Service budget is developed, prioritized and implemented, and how the expenditure of funds is accounted for.

In November and December of 1992—actually, the National Park Service signaled that select programs and services in many national park units would be reduced or eliminated, and although I requested through our staff details of what was being proposed to be cut or the new benchmarks for the 1993 revisions, to date we have received only generalized information and descriptions.

If the Park Service doesn't know what it is doing with its budget and can't explain this dramatic shift in this November/December 1992, then the new Clinton administration may be on a very uncertain budget path in proposing supplemental appropriations in the pending stimulus package.

I appreciate the good faith efforts of the new administration, especially Secretary Babbitt, to respond to what they believe is a legitimate budget shortfall. But I question the National Park Service posturing and communication by press release that was utilized as a messenger. Frankly, it raises serious credibility questions in my mind's eye as to the reliability and validity of such alleged shortfalls.

Despite the fact that the National Park Service's operations budget has almost doubled in the last 10 fiscal years, an operating budget shortfall was cited as the reason for the announced budget cuts.

Admittedly, maintaining appropriate funding levels in light of increasing public demands on the parks and National Park Service programs has been and will continue to be difficult. However, the National Park Service has not suffered the severe cutbacks other government agencies have experienced. In fact, Congress has approved more than requested for the National Park Service operations in all but two of the last 12 years, and the National Park Service funding has grown at a significantly greater rate than the rate of inflation.

The economic stimulus package submitted by the President contains an additional $250 million in funding for National Park Service projects and programs, and Secretary of the Interior Babbitt has signaled strong support for parks and public lands. However, despite the cash infusion and the welcome comments of Secretary Babbitt, our Federal budget deficit will require a careful examination of all expenditures. Secretary Babbitt on several occasions recently has quoted a $6 billion backlog of construction and maintenance projects for the National Park Service. I don't know the basis for that figure. Hopefully, today's hearing will shed some light on that question. What I do know is that regardless of what the exact figure may be the National Park Service will have to firmly establish priorities, develop leaner budgets and demonstrate clear accountability for their position of Federal expenditures.

The administration's Fiscal Year 1994 budget will not be submitted until early in April. I believe that before we begin the 1994 budget process, and before we get too far into the legislative calendar, we should take time to carefully examine the current Park Service budget with particular focus on the extent, the basis and causes of the estimated fund shortfalls the development of the National Park Service budget, that we should examine it, the National Park Service budget accountability, and the National Park Service priorities.

Representatives of the National Park Service are appearing today and will try to respond to my request and that of members. Your statements will be made part of the record in their entirety, without objection. The members' statements will be made part of the record in their entirety. And hearing no objection, so ordered.

Do other members have opening statements? Mr. Hansen?

STATEMENT OF HON. JAMES V. HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF UTAH

Mr. HANSEN. Thank you, Mr. Chairman. I am pleased you have called this hearing today as a matter of serious importance to both this committee and to the future of our national park system, mainly the issue of funding. The record reflects a substantial commitment by both the Congress on a bipartisan basis and by the past administration to funding of the national park system. There is no other agency within the Interior Department, I would venture to guess few other discretionary spending programs, where funding has grown by over 50 percent in the past 5 years than it has for the National Park Service.

Yet, despite these funding increases we are hearing about park facilities closures and funding shortfalls around the country. This raises two questions: First, how are the funds being spent? And

second, why isn't it enough? Those of us on this side of the aisle have been concerned about funding accountability for some time. We have advocated in our annual budget views that there be greater accountability at parks for the nearly one billion that Congress allocates annually.

It makes little sense to me for Congress to debate funding in great detail while park superintendents are provided total autonomy on expenditures. As the administration testimony points out, this committee must begin to show some restraint in the creation of new areas and expansion of existing parks. We all know of the magnitude of the backlog in park operations, construction and land acquisition. But despite the efforts of past Secretaries, the agency is unable to address this backlog because we, we the Congress, are creating new responsibilities faster than they can pay for them.

Last Congress the Natural Resource Committee passed out $2.4 billion in new parks and public lands spending. We cannot continue to expand the park system, often with sites of questionable merit, and at the same time we are trying to adequately maintain and protect Yellowstone, Grand Canyon, Zion, and other national treasures. In my 13 years on this we have created a number of parks. I have heard a number of those superintendents say, Why? People come one time and that is all they come. I may use the illustration of Great Basin.

I have had more calls, more letters that say what did you make a park out of this for, there is nothing to see compared to Yellowstone and those other areas. I was looking at this list, "National Park Servicewide Priority Listing." Go to the back and look at the amount. It is unbelievable. It staggers the imagination—$2.2 billion is what they want. Then I went to my own parks, and we have got plenty of them in my State, and it doesn't even include many of the things they want. So, if you wrote them a check for this amount today, they could turn around and ask for the same amount tomorrow, and we still haven't taken care of it. It is unbelievable to me.

I hope that all in this room will be able to resist this temptation to continually expand the park system simply because it would be a nice thing to do, and rededicate ourselves to taking care of the parks we have. We have got some beautiful, awesome parks around, and it just seems a shame to me that we don't take care of these crown jewels of America and keep creating every 15th piece of sagebrush out in the middle of Utah as a park because you folks from the East haven't seen a piece of sagebrush yet.

Thank you, Mr. Chairman.

Mr. VENTO. Are there other opening statements?

Mr. Thomas?

STATEMENT OF HON. CRAIG THOMAS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WYOMING

Mr. THOMAS. Thank you, Mr. Chairman. Not really. I am very much interested, however. I think this is an agency that does have a special need to bring forward their budget and with justification for it. As my colleague just pointed out, you know, this committee is basically more interested in looking at new parks than they are in the maintenance of those that we have. So I think it indicates

that there has to be a very strong position taken by your agency as to where you think those parks are, and in order to keep all of them at a level that we would like to see.

I think it takes a strong statement on your behalf, and I look forward to hearing from you.

Thank you.

Mr. VENTO. Yes. Well, without objection, I have an "Office of National Park Service Appropriations for National Park Units Established Since 1980" by fiscal year budget, and this deals with the operation and maintenance, not the construction aspects of those, and it indicates—I haven't been able to add up for 1993, but out of a nearly $1 billion budget it indicates that about $15 million has been spent on new units that have been established, and operation and maintenance, since 1980. Fifteen million out of nearly one billion.

So I will submit that for the record, and I would suggest my colleagues ought to look at it because this does indicate the point that you were making about the establishment of new units and a concern that the Park Service has credited so much of the operation and maintenance problems with these new units. I haven't been able to add this up completely, but I will get one of the staff members to do it here so we would know.

And I might say that even some of these units that they claim are new units, like Leeman Caves, was converted into Great Basin, so we are just absorbing all of the credit for that. But I want to point it out because I want to—while it is valid to some extent that that is correct. Without objection, that will be placed in the record. But it does indicate, for instance, San Francisco Maritime National Historic Park was an expanded unit which expended a lot of money.

So, are there any objections?

[No response]

Mr. VENTO. That will go in the record.

[The document follows:]

ONPS APPROPRIATIONS FOR NATIONAL PARK UNITS ESTABLISHED SINCE 1980 BY FISCAL YEAR
(in thousands of dollars)

PARK UNIT	Cal. Yr. Establ.	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	To Date FY 1993	Total
No Park Units Established in 1981 or 1982													
HARRY S TRUMAN NHS	1983	—	60	56	54	32	—	—	—	—	—	—	202
General Management Plans		164	253	344	343	366	379	412	428	473	551	600	4,313
Operations													
NATCHEZ TRACE NATIONAL SCENIC TRAIL	1983	—	70	—	—	—	—	—	—	—	—	—	70
General Management Plans		—	—	—	—	—	—	—	20	15	15	6	56
Operations													
POTOMAC HERITAGE NATIONAL SCENIC TRAIL	1983	—	—	—	—	—	—	—	—	—	—	—	—
GREAT BASIN NP (INCLUDES LEHMAN CAVES NM)	1986	—	—	—	—	56	120	121	114	130	86	—	627
General Management Plans		268	277	251	252	270	1,028	1,066	1,124	1,236	1,377	1,389	8,533
Operations													
JIMMY CARTER NHS	1967	—	—	—	—	—	—	—	45	101	92	50	288
General Management Plans		—	—	—	—	—	28	192	199	312	369	375	1,475
Operations													
EL MALPAIS NM, ZUNI CIBOLA NHP	1987, 1988	—	—	—	—	20	40	120	69	11	—	—	260
General Management Plans		—	—	—	—	—	150	353	290	668	783	773	2,997
Operations													
TIMUCUAN ECOLOGICAL & HISTORIC RESERVE	1988	—	—	—	—	—	—	25	59	128	135	90	437
General Management Plans		—	—	—	—	—	—	—	444	462	468	468	1,840
Operations													
SAN FRANCISCO MARITIME NHP	1988	—	—	—	—	—	—	—	74	110	115	75	374
General Management Plans		—	—	—	—	—	—	1,389	1,456	2,881	3,693	3,771	13,190
Operations													

PARK UNIT	Cal.Yr. Estabi.	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	To Date FY 1993	TOTAL
CHARLES PINCKNEY NHS	1988												
General Management Plans		—	—	—	—	—	—	—	10	68	30	54	162
Operations		—	—	—	—	—	—	—	—	259	315	320	894
NATCHEZ NHP	1988												
General Management Plans		—	—	—	—	—	9	—	64	135	76	61	345
Operations		—	—	—	—	—	—	—	148	615	795	849	2,407
BOSTON AFRICAN-AMERICAN NHS	1988*												
General Management Plans		—	—	—	—	—	—	—	—	—	—	—	—
Operations		—	5	110	107	114	115	117	121	386	388	425	1,888
GAULEY RIVER NRA, BLUESTONE NSR	1988												
General Management Plans		—	—	—	—	—	—	—	102	140	131	142	515
Operations		—	—	—	—	—	—	—	99	240	244	246	829
STEAMTOWN NHS	1988												
General Management Plans		—	—	—	—	1,000	—	—	—	—	—	—	1,000
Operations		—	—	—	—	—	—	998	1,033	1,958	2,155	2,389	8,533
POVERTY POINT NM	1988												
General Management Plans		—	—	—	—	—	—	—	23	31	2	—	56
Operations		—	—	—	—	—	—	—	—	713	712	712	2,137
NATIONAL PARK OF AMERICAN SAMOA	1988												
General Management Plans		—	—	—	—	—	—	—	—	—	—	—	—
Operations		—	—	—	—	—	—	—	64	88	135	135	442
CITY OF ROCKS NATIONAL RESERVE	1988												
General Management Plans		—	—	—	19	—	—	—	89	203	196	142	649
Operations		—	—	—	—	—	—	—	148	206	199	201	754
HAGERMAN FOSSIL BEDS NM	1988												
General Management Plans		—	—	—	—	—	—	—	51	—	8	100	159
Operations		—	—	—	—	—	—	—	148	157	190	231	726

PARK UNIT	Cal. Yr. Estabi.	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	To Date FY 1993	Total
MISSISSIPPI NR & RA	1988												
General Management Plans		—	—	—	—	3	—	—	113	180	171	200	667
Operations		—	—	—	—	—	—	—	148	409	465	465	1,487
ULYSSES S GRANT NHS	1989												
General Management Plans		—	—	—	—	—	—	—	—	—	—	—	—
Operations		—	—	—	—	—	—	—	—	361	459	460	1,280
PETROGLYPH NM	1990												
General Management Plans		—	—	—	—	—	30	—	—	125	221	237	613
Operations		—	—	—	—	—	—	—	—	297	495	697	1,489
WEIR FARM NHS	1990												
General Management Plans		—	—	—	—	—	—	—	—	—	80	114	194
Operations		—	—	—	—	—	—	—	—	—	245	345	590
NIOBRARA/MISSOURI NR	1991												
General Management Plans		—	—	—	—	—	—	—	—	190	199	260	649
Operations		—	—	—	—	—	—	—	—	—	—	371	371
MARY MCLEOD BETHUNE COUNCIL HOUSE NHS	1991												
General Management Plans		—	—	—	—	—	—	—	—	—	—	—	—
Operations		—	—	—	—	—	—	—	—	—	—	291	291
SALT RIVER BAY NHP & ECOLOGICAL PRESERVE	1992	—	—	—	—	—	—	—	—	—	—	—	—
MANZANAR NHS	1992												
General Management Plans		—	—	—	—	—	—	—	—	—	—	15	15
Operations		—	—	—	—	—	—	—	—	—	—	—	—
MARSH-BILLINGS NHP	1992												
General Management Plans		—	—	—	—	—	—	—	—	—	—	50	50
Operations		—	—	—	—	—	—	—	—	—	—	—	—
DAYTON AVIATION NHP	1992	—	—	—	—	—	—	—	—	—	—	—	—
LITTLE RIVER CANYON NATIONAL PRESERVE	1992	—	—	—	—	—	—	—	—	—	—	—	—
BROWN V. BOARD OF EDUCATION NHS	1992												
General Management Plans		—	—	—	—	—	—	—	—	—	6	19	25
Operations		—	—	—	—	—	—	—	—	—	—	—	—

PARK UNIT	Cal. Yr. Estabi.	FY 1983	FY 1984	FY 1985	FY 1986	FY 1987	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	To Date FY 1993	Total
KEWEENAW NHP	1992												
General Management Plans		—	—	—	—	—	—	—	98	31	—	—	129
Operations		—	—	—	—	—	—	—	—	—	—	—	—
GREAT EGG HARBOR NW & SR	1992	—	—	—	—	—	—	—	—	—	—	—	—

* Year designated as a unit of the National Park System after being established in an earlier year.

Mr. DUNCAN. Mr. Chairman, I would just like to make a very brief opening comment?

Mr. VENTO. Oh. Okay. Mr. Duncan?

STATEMENT OF HON. JOHN J. DUNCAN, JR., A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TENNESSEE

Mr. DUNCAN. I don't have a formal opening statement but I do want to say that I agree with everything that Mr. Hansen has just said. If I was a Baptist, I would have said, "Amen."

I want to say that I am pleased that the chairman has called these hearings. He talked about the very large increases in funding for the National Park Service. There is greater concern in the country today about the deficits and the national debt than I have ever seen before. It is the number one topic out in the country. There are many, many people wondering now whether the Federal Government can do anything in an efficient, economical way, and the burden of proof is going to be on all agencies to justify their spending in a much deeper and more serious way than they have ever done, I believe, in the past.

And so I am glad that we are holding these hearings and I look forward to the testimony of the witnesses.

Thank you very much.

Mr. VENTO. I thank the gentleman. Anyone else have an opening statement?

Mr. Underwood, I note, is present. We appreciate his participation.

Mr. Doolittle? Others?

[No response]

Mr. VENTO. If not, let me then turn—we have a number of individuals, the Acting Director, Mr. Cables, is here from the National Park Service. We welcome him. He is accompanied by Bruce Sheaffer, the Comptroller, Mr. Jack Davis, formerly the superintendent at Grand Canyon—had the privilege of meeting him in that particular venue on a visit, and he is now the Associate Director for Operations; and Mr. Denis Galvin is present, the Associate Director for Planning and Development.

Your statement I have received and looked over, Mr. Cables. It has been made part of the record by a previous request. You can read the relevant portions thereof or summarize. Please proceed.

STATEMENT OF HERBERT S. CABLES, JR., ACTING DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY BRUCE SHEAFFER, COMPTROLLER; JOHN H. DAVIS, ASSOCIATE DIRECTOR FOR OPERATIONS; AND DENIS P. GALVIN, ASSOCIATE DIRECTOR FOR PLANNING AND DEVELOPMENT

Mr. CABLES. Thank you, Mr. Chairman. It is a pleasure to appear before you and your subcommittee today. Much has been reported in the media about the financial shortfall confronting our national parks. In addition to the material we sent you earlier I am pleased to be here to further explain some of the pressures confronting the National Park System.

Let me first note with great pleasure the President's decision to include the National Park Service as a major component in his

stimulus package announced on February 17th. The President's action will allow us to address many of the issues I wish to discuss here today with my colleagues.

The pressure we must confront daily includes new units have been added without adequate funding. For the past three years, the Service has had to absorb portions of pay raises from its operating budget. Increases in base funding have not kept pace with inflationary expenses. Parks that were historically seasonal in nature are having their seasons extended to the point that many of them are now year-round parks, and no new funding has been available for the extended season. Maintenance of facilities is costing more because of the deferred nature of the work. What should have been routine upkeep becomes major rehabilitation because work is deferred until it becomes critical. Visitation continues to increase. All of these demands have seriously affected our ability to maintain the high standards that the public has come to expect from the National Park Service.

It is true that the National Park Service budget has increased, but not sufficiently to offset the new demands on our operational programs.

Mr. Chairman, many of the construction projects funded by Congress have merit. However, with the shrinking of our operating budget, we are having great difficulty operating and maintaining these new facilities and our maintenance backlog continues to grow. However, I am pleased to note, Mr. Chairman, that the administration's fiscal 1993 economic stimulus supplemental includes a total of $254 million for the National Park Service, including $30 million for additional seasonal operations. If these funds are appropriated by Congress, they will be used by parks nationwide to ensure that visitor services are provided this summer, thus preventing the closing of campgrounds and other facilities that you may have read about in the paper.

Until we are able to maintain our present operating levels, we cannot afford program expansion. If program expansion is essential at the cost of inflationary increases, then we must all, the legislative branch and executive branch, make conscious reductions in our existing programs of resource protection and visitor service. We cannot be expected to continue to maintain the National Park Service base program when the only increases granted are for system expansion or new initiatives. Increased costs and inflationary operating expenses erode base funding required to maintain the status quo in standard park programs.

Also, Mr. Chairman, you have expressed some concern relative to budget accountability and fiscal controls within the National Park Service. We, over the last week, have provided the subcommittee with a number of documents related to our budget formulation and budget execution process. We do our utmost to abide by and follow the will and intent of Congress in the expenditure of resources. We are continuing to improve our fiscal management to ensure that our budgets are executed as formulated by the administration and appropriated by Congress.

Mr. Chairman, this concludes my prepared statements, and I and my colleagues will be happy to respond to any questions you or the committee would have.

Mr. VENTO. Thank you, Mr. Cables, for your statement.
[The prepared statement of Mr. Cables follows:]

STATEMENT OF HERBERT S. CABLES, JR., ACTING DIRECTOR, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR, BEFORE THE SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, U.S. HOUSE OF REPRESENTATIVES, CONCERNING BUDGET ACCOUNTABILITY AND FINANCIAL MANAGEMENT WITHIN THE NATIONAL PARK SYSTEM.

Mr. Chairman, it is a pleasure to appear before you and your subcommittee today. Much has been reported in the media about the financial shortfall confronting our national parks. In addition to the material we sent you earlier, I am pleased to be here to further explain some of the pressures confronting the National Park System. Let me first note with great pleasure the President's decision to include the National Park Service as a major component in his stimulus package announced on February 17. The President's action will allow us to address many of the issues I wish to discuss here today. The pressures we must confront daily include:

New units have been added without adequate funding.

For the past 3 years the Service has had to absorb portions of pay raises from its operating budget.

Increases in base funding have not kept pace with inflationary expenses.

Parks that were historically seasonal in nature are having their seasons extended to the point that many of them are now year-round parks, and no new funding has been available for the extended season.

New requirements have been imposed legislatively or administratively such as hazardous waste clean-up and environmental protection dealing with lead paint and fluorocarbons.

Maintenance of facilities is costing more because of the deferred nature of the work. What should have been routine up-keep becomes major rehabilitation because work is deferred until it becomes critical.

Visitation continues to increase.

All of these demands on our parks have seriously affected our ability to maintain the high standards that the public has come to expect from the National Park Service.

It is true that the National Park Service budget has increased, but not sufficiently to offset the new demands on our operational programs. It should also be noted that significant portions of these increases have been for specific initiatives such as our drug program, the housing initiative and the hazardous waste program. In addition our total FY 93 operating budget request was reduced by $34 million, and $92 million was added to our construction budget for projects which we did not request.

Mr. Chairman, many of the construction projects, funded by the Congress, have merit. However, with the shrinking of our operating budgets, we are having great difficulty operating and maintaining these new facilities and our maintenance backlog continues to grow.

However, I am pleased to note, Mr. Chairman, that the Administration's FY 1993 Economic Stimulus Supplemental includes a total of $254 million for the National Park Service, including $30 million for additional seasonal operations. If these funds are appropriated by the Congress, they will be used by parks nationwide to ensure that visitor services are provided this summer, thus preventing the closing of campgrounds and other facilities that you may have read about in the paper. In addition to alleviating our operating budget pressures, these funds will result in additional temporary employment opportunities.

Until we are able to maintain our present operating levels, we cannot afford program expansion. If program expansion is essential at the cost of inflationary increases, then we must all, the legislative branch and executive branch, make conscious reductions in our existing programs of resource protection and visitor service. We cannot be expected to continue to maintain the National Park Service base program when the only increases granted are for system expansion or new initiatives. Pay increase costs and inflationary operating expenses erode base funding required to maintain the status quo in standard park programs.

Also, Mr. Chairman, you have expressed some concern relative to budget accountability and financial controls within the National Park Service. We, over the last week, have provided the subcommittee with a number of documents related to our budget formulation and budget execution process. We do our utmost to abide by and follow, the will and intent of the Congress in the expenditure of resources. We are continuing to improve our financial management to ensure that our budgets are executed as formulated by the Administration and appropriated by the Congress.

Mr. Chairman, this concludes my prepared statement and I will be happy to respond to any questions the subcommittee may have.
Thank you.

Mr. VENTO. The new unit issue that I raised and which has been raised by my colleagues, who have sharply questioned the addition of new units, I looked at the 1993 budget and based on that, of course, even assuming the entire San Francisco Maritime National Historic Park expenditure in the Great Basin, which also included Leeman Caves, I came to the conclusion after about $15 million in operation and maintenance dollars there. Is that an accurate figure, Mr. Cables, $15 million out of $984 million in operation appropriation that is projected for this year?

Mr. CABLES. Let me ask the Comptroller to answer.

Mr. VENTO. Mr. Sheaffer, do you understand the question?

Mr. SHEAFFER. I think what I understand that you have done there is total up the operating budgets of the parks that were added in the course of the Eighties. Is that correct?

Mr. VENTO. Yes.

Mr. SHEAFFER. If so, that I believe is about the right number. Yes, that is correct.

Mr. VENTO. Mr. Cables, who makes the determinations as to the available and extended season of the units of the National Park System in terms of their length of operation. Is that legislated? Is that in appropriations or in authorizing legislation?

Mr. CABLES. No, it isn't. That comes about as a result of visitor demand on the facilities of the park.

Mr. VENTO. Well, who makes the decision?

Mr. CABLES. The superintendent.

Mr. VENTO. The superintendent of the park?

Mr. CABLES. That is correct.

Mr. VENTO. Is that approved then by the Director and/or the regional office?

Mr. CABLES. I would imagine that that is approved by the regional office in consultation.

Mr. VENTO. In other words, either it is or it isn't. It is or it isn't, or you don't know the answer?

Mr. CABLES. Well, I think that in some instances given the size of the park and the management responsibility inherent in that particular park, as, for instance, a Yellowstone, that the superintendent would have discussions with his regional office relative to any increased program responsibilities that were being asked.

Mr. VENTO. Mr. Cables, this hearing is specifically to look at the operation and maintenance budget of the Park Service. Is that clear to you?

Mr. CABLES. Yes, it is.

Mr. VENTO. I note in your testimony you refer to the merit or demerits of various construction projects either proposed by the Park Service, encouraged by Park Service or encouraged by individual members that are signed into law. You know I have obviously taken issue with many of those, and I would just relate that I have been one of the stronger advocates, I might say, for fighting some of those projects, sometimes alone.

And furthermore, that with regards to operation and maintenance I have always placed that number one on the committee's re-

quest and advice to the Budget Committee and to the Appropriations Committee. But I am concerned about what has occurred in the 1993 budget.

Is there a written order or policy change to the regions or the units to review cuts in line with the 1993 appropriation enacted in early October that was given to or ordered to the units or the regions in November or earlier? Where is the written order that prescribed or redesigned or reframed that particular provision? I would like to see the written order.

Mr. CABLES. There is no written order, Mr. Chairman.

Mr. VENTO. If there is no written order, then how is this—who is responsible for communicating this, and what was the magnitude of it, the dimensions of it?

Mr. Davis.

Mr. DAVIS. Mr. Chairman, the original shortfall was first noticed by the park areas themselves in response to the fact that the increases that they were seeking were not a part of the allocation that they received in 1993, and each individual park then began to look at what adjustments they felt were necessary in their park programs to live within the budget that they had been given.

After a couple of the units indicated that there were some closures that were going to be necessary, we then called nationally for a report on what closures would be envisioned. Now, when I talk about closures I am not talking about closing the entire park, but rather major reductions in season, closing the specific facilities, but not general adjustments in program level. And, as a result of that, then we structured an approved program, which is in writing, in which we approved the cutbacks that had been recommended by superintendents after consultation with their regional directors.

Mr. VENTO. So there is no written order. This was initiated in response to the allocation for individual park units at the park unit level, not at the regional level, if I understand your answer, Mr. Davis.

Mr. DAVIS. Well, the allocation is to the regional office and subsequently to each park.

Mr. VENTO. Well, I think I am a little bit behind. I am earlier in the period of history here. You say it was initiated by the individual park units in terms of their allocation?

Mr. DAVIS. Yes.

Mr. VENTO. And that subsequently as information began to occur, I guess, and be available that the Director then decided that he was going to direct the parks and try to coordinate this. Is that correct?

Mr. DAVIS. That is correct.

Mr. VENTO. Well, was there an order sent out with regards to it at that point in the sequence? Was there a written order or is there written documentation or letters communicating this, or was this all done over the telephone, orally?

Mr. DAVIS. Basically, the request went out orally to report any closures.

Mr. VENTO. To whom?

Mr. DAVIS. To the Regional Directors and they to their parks.

Mr. VENTO. And so there is no written record of what you are asking the regions to do or what the regions are asking the parks to do; is that correct?

Mr. DAVIS. There may well be a very brief written instruction. I don't recall or have it with me.

Mr. VENTO. Well, I have a note here of December 16, 1992, it says adjustments for Fiscal Year 1993. Of course, this is well after the process is underway. I haven't had a chance to read it, but I see that there was some written instruction given here.

I would ask unanimous consent to place this in the record.

[The information follows:]

United States Department of the Interior

NATIONAL PARK SERVICE
P.O. Box 37127
Washington, D.C. 20013-7127

IN REPLY REFER TO:

DEC 16 1992

Memorandum

To: Regional Directors

From: Director

Subject: Adjustments for the Fiscal Year 1993 Operations Budget

Thank you for your prompt response to my call to analyze the operating budget shortfalls for the parks. Given the situation as presented to me, I felt we had to take immediate action or we could not expect to realize the savings that are going to be necessary.

Attached is a list of the more significant savings measures you have submitted to me. I approve these measures in concept with the understanding that these adjustments may need to be modified as we move further into the fiscal year. These decisions are best made at the park level but I want each major decision to be approved at the regional level. I leave it to your judgement on any decisions that should come to the Washington level for review.

As you know, in addition to what you are doing in the parks, I have frozen hiring at the Washington and regional levels. I would call my action a "flexible freeze" in that I know there are positions that must be filled in order for operations to continue.

You may take action to curtail hiring, defer maintenance and delay equipment purchases at the park level if you believe it necessary to stay within budget. The protection of our park resources and the health and safety of our visitors must take first priority.

If you have major additions or deletions to your present plans, contact Jack Davis before making the change so we can coordinate with appropriate Washington Office personnel and the committees of Congress.

Make sure you or your Superintendents communicate your plans as broadly as possible. The congressional delegations should be alerted as well as State and local interest groups. Our public

information offices are going to need to stay right on top of this issue as individuals and professional travel planners from around the world need to know if we are going to make any changes that might significantly alter their plans.

Do not miss this opportunity to learn something positively or negatively about visitor use patterns during this time. We may find that some areas should routinely be closed on a seasonal basis.

Thanks for your help. Let's closely monitor this situation as the year progresses.

Attachment

FY 1993 SERVICEWIDE OPERATIONAL ADJUSTMENTS

ALASKA REGION

No park closures are proposed in the Alaska Region due to the budget shortfall.

MID-ATLANTIC REGION

Independence NHP will continue with their previously approved closures of nine buildings for various lengths of time. However, since their initial announcement of the closures on November 20, the regional office has committed $20,000 to the park. This will allow for the extended summer hours of visitation for the Liberty Bell and Independence Hall.

Shenandoah NP's modified proposal includes the closing of Mathews Arm Campground for calendar year 1993, delaying the opening of the Big Meadows Campground from March 1 until May 28, 1993, closing Camp Hoover for calendar year 1993 and a reduction in visitor center hours with consolidation of interpretive programs.

Friendship Hill NHS will be closed 2 days a week for FY 1993. The Gallatin House has fully opened to the public only recently now that the restoration is virtually complete.

Fort Necessity NB will close 2 days per week for FY 1993.

MIDWEST REGION

Apostle Islands - Close least-used campsites on outer islands in September rather than October.

Close Little Bay Sand Contact Station 30 percent of the season.

Pictured Rocks - Close Grand Sable Visitor Center and Maritime Museum for 4 weeks.

Sleeping Bear Dunes - Will not open new amphitheater at Platte River Campground.

Voyageurs - Close Ash River Visitor Center approximately 38 percent during the summer months.

NATIONAL CAPITAL REGION

District of Columbia

National Mall and downtown monuments and memorials. The tree removal and replacement program throughout in East and West Potomac Parks and the smaller downtown Federal parks will be curtailed.

Rock Creek Park - Rock Creek Nature Center will only be open Wednesday through Sunday instead of daily.

Maryland

C&O Canal National Historical Park, Great Falls to Cumberland, Maryland.

Historic restoration work will cease on the Four Locks School which was slated to become a heritage community center.

Glen Echo Park - repairs to a leaky roof and a new exterior paint job on the historic carrousel will be deferred.

Oxon Hill Farm - all special seasonal events and weekend demonstrations such as sheep shearing, corn planting and the country music program have been canceled.

Virginia

Arlington House, the Home of Robert E. Lee - scheduled maintenance and repair work on the stucco exterior of the historic home will not be funded, nor will funds be available to marbleize the classic columns of the portico overlooking Arlington Cemetery.

George Washington Memorial Parkway - maintenance of floral displays along the parkway will be reduced along with mowing schedules.

Bike patrols along the 18-mile long Mount Vernon bicycle-pedestrian trail will be eliminated during winter and reduced to weekend only operation at other times of the year.

The deteriorated seawall at Belle Haven Marina will not be replaced.

The visitor contact station at Turkey Run Park will be eliminated and restrooms closed.

Prince William Forest Park - the park visitor center may have to be closed 2 days per week for a portion of the year.

Major preservation work on all the historic cabin and mess halls, which are grouped into five Cabin Camp sites for group use, will have to be deferred.

The park's environmental education program for about 5,000 area school children will be delayed for at least 1 year.

West Virginia

Harpers Ferry NHP - several historic buildings in the old town area and the administration building will not get new roofs as planned.

NORTH ATLANTIC REGION

Springfield Armory National Historic Site will close museum on Mondays between January 4 and Memorial Day.

PACIFIC NORTHWEST REGION

Craters of the Moon NM visitor center will be closed on Martin Luther King Day and President's Day.

Mount Rainier NP will not groom and staff the "Snow Play" area at Paradise.

North Cascades NP - Colonial Creek Campground (190 sites) and Hozomeen Campground (140 sites) will only operate between Memorial Day and Labor Day.

The Stehekin Shuttle Bus service will be cut by reducing the number of vans rented from GSA and a number of interpreters and drivers hired.

ROCKY MOUNTAIN REGION

Bighorn Canyon NRA (parkwide) - 50 percent reduction in number of seasonal law enforcement rangers hired and 50 percent reduction in number of seasonal interpretive rangers hired.

North Unit - no lifeguards at Ok-A-Beh and Fort Smith Visitor Center closed weekdays during winter and early spring.

Black Canyon of the Gunnison NM - limiting snowplow effort on South Rim and seasonal closure of small Gunnison Point Visitor Center.

Bryce Canyon NP - cease snowplowing on roads to Bryce and Inspiration Points.

Curecanti NRA - 21 percent of seasonal staff will be cut.

Devils Tower NM - visitor center will open 1 month later.

Glacier NP - reduce seasonal bear management and eliminate fall maintenance work.

Glen Canyon NRA - close three campgrounds (Wahweap, Bullfrog, Halls Crossing from December 15 - March 15), close Bullfrog Visitor Center and ground the "Goose"--amphibious aircraft.

Mesa Verde NP - operate Wetherill Mesa from Memorial Day to Labor Day only and Far View Visitor Center would be cut 4 weeks in the spring and 1-1/2 weeks in the fall.

Rocky Mountain NP - reduced hours of operation for park facilities including entrance stations and visitor centers and the opening of Fall River Road to be deferred.

Timpanogos Cave NM - reduce operating season at the cave.

SOUTHEAST REGION

In some parks it will be necessary to shorten camping seasons, cancel interpretive programs or close visitor centers earlier in the day. Will consider closing lesser-used parks on certain holidays.

Alabama

Horseshore Bend NMP, Russell Cave NM and Tuskegee Institute NHS will meet budget reductions by trimming seasonal jobs and cutting back on interpretive talks and programs.

Florida

Canaveral NS and Fort Matanzas NM will reduce operating hours. Gulf Islands NS will eliminate some summer lifeguard jobs. Other parks such as Castillo de San Marcos NM, Dry Tortugas NP, De Soto and Fort Caroline National Memorials and Timucuan Ecological and Historic Preserve will reduce interpretive programs. Three parks in south Florida -- Everglades NP, Biscayne NP and Big Cypress NP already are operating at reduced visitor levels due to damages from Hurricane Andrew.

Georgia

Chickamauga and Chattanooga NMP, also in Tennessee, will limit weekend interpretive programs in the off season. Fort Pulaski NM will cut back summer operating hours of its visitor center. Kennesaw Mountain NBP will cancel anniversary programs and reduce summer operating hours for the visitor center.

Kentucky

Mammoth Cave NP will close two campgrounds from December through February. Cumberland Gap NHP will delay opening of seasonal picnic areas and reduce visitor shuttle service to Hensley Settlement.

Mississippi

Reduced roadside mowing, litter pickup and cutbacks in other maintenance services are planned at Natchez Trace Parkway, which also extends into Alabama and Tennessee.

North Carolina

Cape Hatteras NS might be forced to close Salvo Campground. The park also may eliminate summer lifeguard jobs at three beaches. No closings are planned for the Blue Ridge Parkway in North Carolina and Virginia, but seasonal employment will be reduced or curtailed.

Tennessee

Great Smoky Mountains NP, also in North Carolina, will terminate its exotic wild hog reduction program. Fort Donelson NB may close the historic Dover Hotel to visitors.

Puerto Rico

Seasonal maintenace jobs will be eliminated at San Juan NHS.

Virgin Islands

Would cut back on seasonal workers and leave permanent positions unfilled at Virgin Islands NP, Christiansted NHS and Buck Island Reef NM.

SOUTHWEST REGION

Capulin Volcano NM - close road to crater rim from January 1, 1993 through March 15, 1993.

Carlsbad Caverns NP - close Slaughter Canyon Cave to visitor use from December 15, 1992 through March 15, 1993.

Chickasaw NRA - close Central and Guy Sandy Campgrounds all year, close the last loop of Rock Creek Campground all year and close Point Campground April 5 through September 30.

WESTERN REGION

Coronado NM - close visitor center for seven holidays.

Death Valley NM - extending the normal seasonal closures of the Texas Spring, Sunset, Stovepipe Wells and Emigrant Campgrounds.

Lassen Volcanic NP - Butte Lake Campground water system will remain closed throughout FY 1993.

Lava Beds NM - close visitor center 3 days-a-week and close campground Monday through Thursday.

Petrified Forest NP - reduce hours at Painted Desert VC, Rainbow Forest Museum.

Point Reyes NS - Bear Valley Visitor Center will be closed 2 days per week, May - September.

Santa Monica Mountains RA - close Happy Hollow Campground from January - April. Visitor center will remain closed on holidays and Sundays.

Sequoia-Kings Canyon NP - reduce hours at visitor centers and seasonal closure of some campgrounds.

Tonto NM - curtail guided weekend tours to the upper and lower ruins.

Whiskeytown NRA - close group reservation areas, reduce hours at visitor information center and increase closure of one swim beach area.

Yosemite NP - depending on weather conditions, defer opening of Tioga Road in the spring, reduce visitor center hours, decrease coverage of information stations and seasonally close some campgrounds in outlaying areas.

Mr. VENTO. The process, of course, is that the Appropriation Committee appropriates and they place an allocation for each park in their record, and that then is what is followed, is that correct, in terms of the allocation of dollars for park units?

Mr. DAVIS. Basically that is correct, sir.

Mr. VENTO. In terms of the finalized version, that is to say you presented upon our request the Fiscal Year 1993 Servicewide Operational Adjustments for the various regions, Mr. Davis. Is that the document that you suggest formalizes the nature of the changes in the various regions?

Mr. DAVIS. The attachments to the December 16 memorandum. Yes, sir.

Mr. VENTO. We asked for the number of dollars of savings that would occur there. There are no dollar savings attached to that. Why?

Mr. DAVIS. We do have information available on that we can provide, and perhaps there is a misunderstanding in the request for the information.

Mr. VENTO. Well, there are no dollars attached. What is the savings that is attained or achieved through these various actions. For instance, you suggest—let's take the Pacific Northwest Region. You know, there are a number of closures here: the Craters of the Moon to Mount Rainier, North Cascades, and Mr. Keegan shuttle bus service. What are the savings in the Pacific Northwest Region?

Mr. DAVIS. Mr. Chairman, I will be glad to provide the exact dollar amounts for that, but I do not have it with me today.

Mr. VENTO. Well, I mean this goes through the entire basis. Why is it that in some regions there is very little change? I think I know the answer to this. But they say you are not supposed to ask questions if you don't know the answer. But why are there some significant cuts in some areas and other areas have less of a cut? Mr. Cables?

Mr. CABLES. Mr. Chairman, I think at this point I would like to make the point to you and the members that the December 16 letter and the cuts that were proposed in service were judgments that were made by the regional office and the superintendent to allow for those services that they in a prioritized way felt were most important. So there is no real savings in a true sense other than a determination that those things that were most important in terms of the operation of that park were going to be benefiting by the cuts that were being proposed.

Mr. VENTO. Well, you know, you say that there are not dollars and cents savings, but I think when we read in the paper, back in the newspaper articles, I might say, that appeared in January it looked like there were dollar savings there to me. It says the parks' operating budget and it goes through. The Park Service says it has a $34 million shortfall in its operation budget. It suggests that there are actual dollar savings. You are saying there are no dollar savings?

Mr. CABLES. What I am saying, Mr. Chairman, is that there was a $34 million shortfall.

Mr. VENTO. Million. Million.

Mr. CABLES. Million, that is what I said.

Mr. VENTO. Yes.

Mr. CABLES. I am sorry. I thought I said $34 million. And that the park superintendents were requested to take a look at those services that they were going to have to cut on the basis of shortfalls in their budget.

Mr. VENTO. But then in terms of doing that, how much dollars are expected to be saved by the various regions? You know, the point is we have got this sort of oral request of the regions, an oral request apparently which was followed up by this December 16th memo. Then you come back with all of these changes but you can't attach dollar amounts to the changes coming back, and you have requested no dollar amounts for the changes going out.

You know, obviously, it seems to me to be a less than precise way to accomplish a goal of achieving or attaining that.

Mr. CABLES. What you are doing, in essence, is you are stuck with a position of having less than you need to maintain the system, and therefore you are in a position of having to take a look at those things that you might curtail for a period of time in order to save money, and that is expected to give you a sufficient amount equal to the amount that you are short of, and that is what the parks have done.

Mr. VENTO. Well, I would just suggest that it is not a very precise means in terms of budgeting, if somebody is asking me for additional dollars in terms of saying we don't have enough and then we have sort of this material come back. Mr. Davis has suggested that he can put dollar figures to each of these particular items; in fact, that he has dollar figures for them. You suggest, Mr. Cables, that we don't have dollar figures. Am I misunderstanding something?

Mr. CABLES. Yes. I don't think I said that we don't have dollar figures. What I thought that—or what I was attempting to say to you is that the cuts that were being made were the dollars that were needed to support those activities in the park that we deemed to be essential. So there are dollars to be saved taken from other operations within the park and the region.

Mr. VENTO. Well, you know, it does seem to me to be quite a mixture of things. In some cases, though—obviously, we pointed out in the Pacific Region where there were closures of the parks; in other words, that is seen to be a common method of doing it. But other areas, it looks like there has been a postponement or different modifications that have occurred here. Maybe it is mostly closures, but it seemed to me that there were other types of activities that were put off that were costs.

For instance, in Maryland at Glen Echo Park the repairs to a leaky roof and a new exterior paint job on the historic carousel would be deferred. Historic restoration work will cease on Four Locks School. I don't know what this means. The C&O Canal National Historic Park, Great Falls to Cumberland, Maryland. It doesn't say anything there. That is a statement that is not clear to me what savings would occur by virtue of that statement. So there is a seasonal closing at Ox Hill.

In other words, it seems in some cases there is maintenance and other things that are deferred, you know, in terms of these—it isn't just a seasonal closure, so I don't understand what the priorities

are in terms of how. For instance, the Maryland area of the Capital Region seems to have interpreted that completely different.

In Virginia the Robert E. Lee maintenance and repair work on stucco exterior at a historic house will not be funded, nor the marbelization of the columns. The maintenance of floral displays and George Washington. So some of these appear not to be seasonal closings.

So how would you differentiate these—this list of priorities, how were they considered? Did you give them the list of priorities, Mr. Cables? Or did the Park Service?

Mr. CABLES. No.

Mr. VENTO. Mr. Davis?

Mr. DAVIS. I think it is important to recognize that this all happened very quickly, and park superintendents, again, were given their appropriate allotment of money and then were asked to make judgments on how they would best use that money in meeting the obligations of that park, that specific park, whether it be resource preservation or visitor services. And they took the least offensive choice that they could and articulated those things they would not be able to do. There was no money withdrawn from them in this sense, nor were they given additional funding. They were just saying with the money that has been appropriated to me, these are the steps that I am going to have to take with respect to operation of facilities.

You will find that some parks did not close any facilities and therefore did not report to us. But they may have adjusted the number of employees in a given facility or perhaps adjusted the hours on a facility, and we would not have had that information totally coming back to us.

But it was basically the individual park strategy and living within the budget allocation that was developed, approved in the regional office, and in some cases adjusted, and that submitted to the Washington office where we reviewed, made some adjustment, and then this was accepted in the Director's communication of December 16 in which many of the park dollar amounts are identified.

Mr. VENTO. Well, Mr. Davis, I would just comment that, obviously, I didn't expect to see 340 units laid out before me in terms of adjustments made. But it just occurs to me that without a listing of priorities, and you have replied that some of them were personnel curtailment in terms of hours or lay-offs, but, you know, some parks didn't choose to report back to you. I mean this, obviously, is a very incomplete picture then with the regions. I mean the regions have to come up with savings; $30 million is a lot of savings, and I don't know that without any priorities in some cases it is seasonal or closing of facilities or not opening of facilities or not plowing roads in some areas, in other areas it is dealing with deferred maintenance. We know that that simply results in more costs down the road, by and large. There may be some instances where it is more cosmetic, I guess, with floral displays along the parkway. We will probably be able to live without that. But in any case—and then some are personnel.

So it just seems to me that this process to say the least is not very coherent to me at this particular point, although probably the explanation is just lacking with regards to what I think would be

a sound basis. After all, the appropriations process sometimes yields more dollars more often. Ten out of the last 12 years, more dollars than requested, and two of those years, I guess, less. And that these adjustments and this process seems unwieldy in terms of how you are then making the corrections. Because clearly this was known in early October when the appropriations bill was passed, and there probably were signals even before that.

Hopefully, there is some reconciliation between the administration and the Appropriations or other committees that are working that would not necessitate this type of seat-of-the-pants type of modifications to budgets. All that comes to me is the reason that I didn't get answers apparently when I have asked for them, and that the answers today to me seem to be less specific than they could or should be, is that you don't have in place a coherent process to deal with this. I think it is a concern to me.

But let me give up the floor here to my colleague from Utah, Mr. Hansen, who formerly wanted to have Great Basin Park in Utah, but I think now that he is—I think with his statements today he has given it wholly to Nevada, or back to Nevada.

Mr. HANSEN. The scriptures are of no private interpretation, Mr. Chairman. [Laughter.]

And I can't recall ever being for the Great Basin Park, but I surely would like to show you the stack of letters saying what do they go there for.

But the point that I brought up in my opening comment and which I would like to make is I honestly feel, and no disrespect to anyone here, I have been a part of this committee for the last 13 years. I think I am looking inward on those comments and not looking outward at you folks. I am saying, in effect, that when we have $2.4 billion go through this committee and we give you a billion dollars to operate on, I mean you have got to be a pretty darn good CPA to figure that one out.

And, in comments, if I may, Mr. Chairman, regarding the 15—what was it, $15 million that you said on new ones, I mean let's be honest about it. These folks, the superintendents have required tens of millions of dollars. There is only so much you can squeeze into the budget. I have talked to some of these new superintendents. You folks have got a billion dollar budget, and we put all these new ones on, you still got to do something with the Yellowstones and the Great Smokies and the Yosemites along the line. There is just not the money there.

If we want to be totally honest, if Congress wants all of these new parks, wants all of these wonderful things, they better pay for it. Yet we are saying we want them. We are passing them out by legislation, but in candor, we are not funding them. And so I don't blame these park superintendents, who you folks seem to give an awful lot of latitude to. The $15 million figure is probably right. But now let's ask all the superintendents of all these new parks how much they really wanted. That amount, that is rather substantially different. Am I wrong there? Or are these reports they sent me wrong?

Mr. CABLES. That is correct.

Mr. HANSEN. That is basically correct, isn't it?

Mr. CABLES. Yes, sir.

Mr. HANSEN. I mean if you put in some little "podunk" place where someone—Congress decides there is going to be a new park, and you ask for all they are requesting, you folks don't give it to them. There is just not the money there.

Mr. CABLES. That is correct.

Mr. HANSEN. So they have to kind of nickel and dime it as they go. They put up a trailer to start with, and they put up some kind of john, and then they put up a trail, and then they do something else. And eventually they finally have a park that maybe is somewhat acceptable. But the American public, they think it ought to be goldplated to start with like some of the old ones and to keep those up in a beautiful condition.

So I am not taking issue with the chairman too much, but it is pretty obvious to me why there is only $15 million in this.

Let me ask you this. I remember the days of Phil Burton on this committee when he used to say a park a month, and if you look at the chart, we really put a lot of parks on the books in those particular days. Have the superintendents or the group ever sat down and said, "Is there some parks we should close so that we could take care of the Yellowstones and the Zions of the world that people really like to see?" Has that ever been done. I know that is kind of spitting on the flag around here. But I just wonder if anyone has ever done that.

Mr. CABLES. I think there are a number of superintendents and others associated with the National Park Service who would feel more comfortable with some of the parks not within the system.

Mr. HANSEN. You know, I have this thing in front of me in alphabetical order showing the parks and what they have requested. I mention it in my opening comments. It just absolutely amazes me. The amount of money is $2.299 billion dollars. I mean $2 billion, almost $3 billion.

Now I don't know if this is correct, Mr. Davis, but this is talking about the things that they want to do—replacing housing, a lighthouse, roads, quarters, all that kind of thing. Is this correct?

Mr. DAVIS. Mr. Hansen, that is our construction budget, not our operating budget.

Mr. HANSEN. Okay. But the construction budget, how much is that?

Mr. GALVIN. I believe what you are referring to is our Servicewide Priority Listing, and it is basically all of the work that has been prioritized, and that does add up to $2.3 billion. It includes both roadwork. It is principally rehabilitation, not new construction. But it does include new construction. It includes both roads, buildings and utilities, and housing rehabilitation.

I can assure you that that is just what has been prioritized. The sum is greater than that. We stopped at priority 195, and that happens to add up to about $2.3 billion. But we could have put another hundred on the list if we would have liked to.

Mr. HANSEN. Okay. That is just what has been prioritized.

Mr. GALVIN. That is correct.

Mr. HANSEN. And you have stopped doing that. Now, I noticed in one of our parks in Utah—Zion is there. It says Zion National Park, it is the last one. It says, "Reconstruct bridges and minor tunnels." Then it says over here, "Completed." Yet, from the very

fine superintendent we have there, Don Falvey, who just works his head off down there, he has given us a list of $8,951,000 on top of that that you don't even have on this list.

Mr. GALVIN. That is correct. That is correct. There is considerably more work that we simply didn't prioritize because this is—at the current rate we are moving down the list, this is, you know, somewhere between 10 and 20 years of work.

Mr. HANSEN. So, if this is the case, and Zion is an accurate example of things that—the visitation is just awesome down there now. They come in on July 4, it looks like the Superbowl. I have never seen so many people, and they want to have a little shuttle that takes people into the park. They have got a tunnel that they have to now take vans through with an escort. I mean the work that is there that these poor guys have to do is awesome. But if this is the case, then all these other parks probably have a similar situation that you haven't even put on this list. Is that right?

Mr. GALVIN. Well, there is a considerable amount of work that is not on this list. As an example, you won't find concessions facilities in Glacier on this list. Now, as it happens, the National Park Service does not own the concession facilities in Glacier, and yet I don't believe that a private company can afford to make the reinvestment that is required in the Glacier facilities to maintain those things that were built 60, 70, 80 years ago. You know, I can walk through Glacier and assure you that there is $50 or $100 million worth of work that needs to be done on facilities that is not on this list.

Mr. HANSEN. Then, in effect, you have chopped the list, as you have stated, and if we really had a realistic list of what everyone needs, this piece of close to $3 billion would be rather small. I would imagine you could double it.

Mr. GALVIN. Yes, I think you could double it. I think that is fair to say.

Mr. HANSEN. So Congress is asking you to do a whole bunch of things, new parks, this, that and the other, and just in construction you have probably got $6, $7, $10 billion staring you in the face.

Mr. GALVIN. Well, I would go 4 to 6 before I would get timid.

Mr. HANSEN. You would go to $6 billion?

Mr. GALVIN. Yes, I think so.

Mr. HANSEN. It is only money. I will yield to the gentleman.

Mr. VENTO. If the gentleman would yield—we are on the construction budget here. Of course this is different than the operation and maintenance budget, and I tried to make that point.

But, the Park Service through the 1980s has been making a request. The lowest request they have made for this 2 billion plus backlog—and I would point out to my colleagues that a lot of this backlog is in roads and bridges in the parks. In fact, over half of this prioritized backlog is in roads and bridges in the parks.

Mr. GALVIN. About half.

Mr. VENTO. About half?

Mr. GALVIN. Um-hum.

Mr. VENTO. Well, anyway the Park Service, one thing for certain is if the Park Service has all these problems, then you would think that they might request the money to solve those problems. And what I have here—in 1989 they hit a low here—the Park Service

requested $6.6 million to deal with its $2 billion construction backlog. Six million dollars. Six point six.

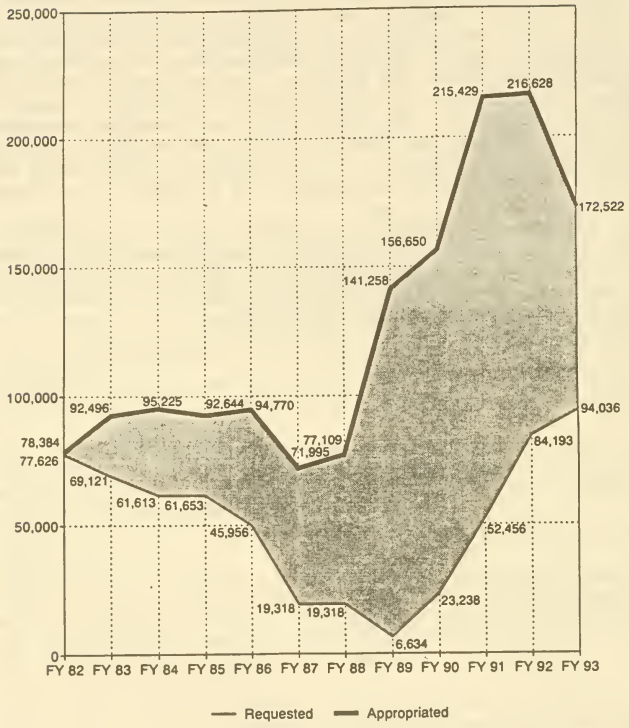
Mr. GALVIN. That is correct.

Mr. VENTO. And in 1993 you requested $94 million to deal with this—well, I guess by then it had reached the $2.3 billion backlog. Congress has consistently appropriated more, but not always for the same projects that you had requested it. Of course, if we had a few more partnership parks, Mr. Galvin, we could probably even skew this worse than it has been skewed, those $150 million budgets proposed for those. But last year, Congress nearly doubled the amount for construction to $175.5 million. Admittedly, not all for the same projects that the Park Service had requested the money for, but nevertheless showing, I think, a real appetite for bricks and mortar and construction, all of which, of course, once constructed then needs to be maintained and then adds to a different problem again.

So I would just submit this chart for the record which goes from—for the last 10 years. I think it would be useful. But I think if you don't ask for money you are not going to get it. When you do ask for it, sometimes you don't get it. If you don't ask for it, I think it is a pretty safe bet you won't get it.

[The chart follows:]

FIGURE 2:
NPS LINE-ITEM CONSTRUCTION FUNDING
$ REQUESTED VS. APPROPRIATED



S:/JH/CH/DSC173A

Mr. HANSEN. Why don't you shock Congress and ask for the whole shooting match? Maybe that will make a few people realize the importance of the issue we are facing here today.

Mr. GALVIN. We are actually hoping to have a healthier construction request in future years. I would point out, Mr. Chairman, that the chart you are referring to does not include monies available to the Park Service for roads and bridges. That is an additional $83 million available from the Federal Lands Highway Program that is not included in this chart. This chart does, however, represent line item construction requests by the National Park Service.

Mr. VENTO. Well, it does. And, obviously, we have worked hard to get some of the gas tax money of the early Eighties shifted so it went to the parks, and there is a continuing effort to do that, recognizing those problems. But, even at the rate of $83 million a year, we are probably losing ground on the construction budget side.

Mr. HANSEN. Mr. Chairman, one more question.

Mr. VENTO. Certainly. It is the gentleman's time.

Mr. HANSEN. Thank you, Mr. Chairman. I apologize.

But what about entrance fees? Who gets the money? Is that earmarked for anybody?

Mr. SHEAFFER. That money is appropriated back to the National Park Service, Mr. Hansen, in the year following the collection.

Mr. HANSEN. Well, what about—has anyone ever toyed with the idea of the National Park Service allowing certain parks, those that people go to, using a percentage of it for the construction that they have?

Mr. VENTO. It is the law. If the gentleman would yield to me—that is the law. It is a very sore point with the chairman because it is a 50–40–10 breakdown.

I might add that the Park Service thinks so highly of this particular idea that they have ceased reporting back the amount of receipts from the individual parks, and have sort of homogenized it into the entire budget process once again, and are not following what we asked them to do with these dollars, and weaken their position with the Appropriations Committees even more. You know, this is a long, sorry tale. We will see if we can straighten it out a little bit this year.

Mr. HANSEN. I got to quit. I will have one more question and I will run. I have got to go to another committee.

Just let me say this, I know I am taking on some of the committee here, but I can't understand why when you go to the drive-to parks—you know, not these walk-ins that they have got back East here, but folks have to drive a long way—why you allow senior citizens a free ride. I know that is a congressional thing, but this is what bothers me on it.

Mr. VENTO. I have got a conflict of interest.

Mr. HANSEN. I know you do. That is why I brought it up, is to gouge you, Mr. Chairman. [Laughter.]

Mr. HANSEN. Anyway, it goes this way. You get down to our parks in the West. These guys come in, they are in a Winnebago or something. They are pulling an Audi. They come in there and they get a free ride. Some poor kid in law school, he comes in, he has got his wife in a Volkswagen, and 2 kids and a little pop-up

tent, and he pays. And for some reason the equity of that really bothers me.

Thanks, Mr. Chairman, for letting me hit you on that.

Mr. VENTO. Those are the same senior citizens complaining about the government, you know.

Mr. HANSEN. Well, I realize that they are big voters. Anyway, that has always bothered me a little bit because the parks that I represent, they drive to them and they just come in and they camp. You can't get them out. They stay there as long as they possibly can. Our poor kid's got to be in law school next Monday morning, so he is there just for a short time and he pays through the nose.

Mr. VENTO. If the gentleman from Utah feels so strongly about it—he offered this amendment on the floor, which we were, of course, delighted to have offered.

Mr. HANSEN. And the chairman creamed me on it, if I may say so. [Laughter.]

Mr. VENTO. I appreciate the patience of our colleagues as they have watched the Hansen–Vento act up here. Ms. English has been very patient.

Karan?

Ms. ENGLISH. Thank you, Mr. Chairman. A follow-up question on an earlier comment, I can't remember who made it, but could you just respond. In your opinion, Mr. Cables, are units of marginal value being added to the park system that dilute your ability to take care of the real gems?

Mr. CABLES. I feel personally, and probably professionally, that there are some units that have been added to the National Park Service that are not sufficiently warranting of inclusion, and that those particular units have affected our ability to maintain at the level that we would like the significant units of the Service. Yes.

I think that comes about from the economic condition of this country. I think there are some units that have been added that have provided economic stimulus to communities, and that they, perhaps, were more State and local units rather than nationally significant units, and those units for the most part have cost us a tremendous amount of money.

Ms. ENGLISH. What is your plan, then, to deal with this? To either transfer these back to other levels of government, or are you going to be taking an aggressive stance to deal with this?

Mr. CABLES. Unfortunately, once you acquire these sites the deauthorizing of them is impossible, really. I would hope that the professional judgment of our planners and the studies that we do would enable us to forestall, if you will, the continued existence of some units that are marginal in their particular inclusion, I guess is what I want to say.

Ms. ENGLISH. Not having seen this process before, I don't know whether you even have the capability of recommending that a parcel not, or unit, not become a park. In the hearings is that done?

Mr. CABLES. Oh, yes. There are a number of opportunities and times when we have made recommendations for not including units within the system.

Ms. ENGLISH. And when those units are included in spite of your recommendation is the revenue there to support that unit or are

they just giving you the unit and saying work it out, without giving you the appropriate revenue to do it?

Mr. CABLES. I can speak firsthand of one situation like that, having been the superintendent of Gateway National Recreation Area up in New York City. That is a park that has been in the system for some 22 years, and until the last 2 or 3 years that park was without any development funds. So there are parks that come into this system that struggle for a very long time without development funds and operating funds commensurate with what it was that the folks who proposed them thought and the people who were going to access those parks felt they were getting.

Ms. ENGLISH. Okay. I have another line of questioning here and it has to deal with a park in my district. It is my understanding that the Petrified Forest National Park near Holbrook is being considered for a decrease in hours, and I know that there are very poor housing conditions in that area. It is also my understanding that a radar station in Holbrook owned by the Air Force will be closing. What is the possibility of—actually, there are two questions here—the Park Service and the Department of Defense working together and using very badly needed housing by one agency and available housing by the other agency, working together and come up with a solution which would, of course, be a cost savings? Do you guys work on programs like that?

Mr. CABLES. Oh, sure.

Ms. ENGLISH. Is there potential here?

Mr. CABLES. We would be pleased to explore an alternative of that sort. Clearly, we have a need in many, many units of the system for housing, and if there was a housing within reasonable proximity that was available to us in some sort of an arrangement, we would certainly look into it. We would explore that.

Ms. ENGLISH. I don't know if you have ever been in Holbrook, but reasonable proximity is within a couple of blocks. I mean Holbrook is a very small community.

There is one other point. When the Park Service is looking at shortening the hours of the season, do they take into consideration the uniqueness of that park? For instance, a lot of people come to this particular park in the evening because of the sunsets. Would the park then be closed in the evenings or could it be—could the hours be tailored so that the park is most frequently used in the evenings? Can it remain open in the evening hours? Do you go that close into tailoring the hours adjustments.

Mr. DAVIS. That is why it is so terribly important for each park superintendent to make their own analysis of how they are going to handle closures are reductions in hours, so that they can take into consideration the vagaries of visitation in the different parks.

Now, I do know that at Petrified Forest they are reducing evening hours in the operation of the visitor center. It still will not prohibit people from seeing the sunset, but it does—and this decision was based upon that period of time in which their visitor statistic show the most people in the park.

Ms. ENGLISH. Okay.

Mr. CABLES. Bruce, you might make mention——

Mr. SHEAFFER. I might point out on a more positive side, the economic stimulus program that the President is proposing would, in

fact, provide sufficient operating dollars for Petrified Forest to restore the hours of operations that they now intend to curtail.

Ms. ENGLISH. That is very good news. I hope that is successful. Thank you.

Mr. VENTO. If the gentlewoman would yield—some of the questions, I attempted not to editorialize on them, but I think what Mr. Cables—I think what we could agree on in terms of the Park Service units is there has been, really, a changed mission, where the Park Service in 1960 with largely what we would call natural parks, although there always were the Springs in Arkansas and some military reservations that came in that had some natural features that probably didn't really compare to Yosemites and Yellowstones. But later this evolved into cultural resource types of parks and finally even the recreational areas, which became a mission of the Park Service.

And I don't know that I am missing anything, but I think that in looking at that and then the urban areas close to—areas like Gateway. So I think that there really has been a changed focus or a changed mission, something that has gone on. There has been a lot of debate, and I wouldn't want to just leave it on the basis of the answers where they were going, because I think that that does represent a significant change.

Furthermore, I would say that in looking at the parks that were designated in the last 10 years it really has been modest, the growth of the park system from 1980 or—it has been very limited. In fact, the Park Service has had in those 12 years no legislative program. No legislative program.

So we basically—the alternatives that they have come to us with, and see these things then come back, because it really doesn't put professionals like Mr. Cables in a very strong position. They come in with no preferred alternative in the field. They go out and they are given a study to study Dayton Aviation, a park that we designated in Dayton, Ohio—Tony Hall's legislation—and they had a number of, four or five alternatives with no preferred alternatives. And so Congressman Hall and others, Senator Glenn, come before the Congress seeking designation of that area, and the Park Service comes in, at this point the Washington area, and really has wishy-washy statements in terms of what they propose and what they don't.

And the upshot of it is that we try to fashion as best we can in the committee, trying to use the professional judgment of those in the Park Service and the criteria that are available to come up with a designation that makes sense and is workable from an administrative and resource type of standpoint, whether it is natural, cultural or recreational. To be candid, that is what we are doing.

We would like some guidance in development, but it is hard to take on Senator Byrd alone. I have tried to do it. It is hard to take on Joe McDade alone. You know guys have been trying to do it. I need the help that you are not offering, you are not permitted to offer through the political or policy arms of the Park Service.

And so we have, I think, in candor, without a program, without recommendations, and then to look at what has not been studied—the only unit that we have designated in the years that I have served as the chairman in this jurisdiction is the Niobrara. It is the

only unit that has been not identified by the Park Service as nationally significant. And believe me, I will put that Niobrara River designation up against any other river in the country in terms of its characteristics. And that is simply because the Park Service hadn't done the study, hadn't concluded it. And so I would just point out to my colleague that we have tried to—I have, at least, tried to be very careful.

Now, there are some things that circumvent this process that I can't do anything about, and there are a lot of dollars that are spent and designations that have gone on before, but I got a few of them that I could put on a list real quick in terms of where we could save some money, starting right around this Washington area. Right around this Washington area in terms of saving some money.

Mr. Thomas?

Mr. THOMAS. Thank you, Mr. Chairman. I might say that I have been in a number of these hearings where the Park Service has recommended against things that have gone forward, of course, and that is part of the history.

Let me ask a couple of questions, if I may, please, more for understanding. You indicate that pay raises go into the operating budget. Where else would they go?

Mr. SHEAFFER. Well, regardless of the funding source, every employee, every Federal employee, every employee of the National Park Service receives the pay raise, so those funded from the construction account also get a pay raise, and those funded from the land acquisition account also get the pay raise. But substantially it goes into the operating budget.

Mr. THOMAS. Well, you mean the pay raise for those in the construction work comes out of the operating budget?

Mr. SHEAFFER. No, sir.

Mr. THOMAS. I guess I am puzzled why you would list that. I would assume pay raises come out of the operating budget.

Mr. SHEAFFER. Yes. That is correct.

Mr. THOMAS. So that is not all right.

Mr. SHEAFFER. They come out of whatever account the individual is funded from.

Mr. THOMAS. Okay. What does base funding mean?

Mr. SHEAFFER. Base funding as the term is used in the Park Service—is the operating money that is effectively sustained from one year to the next to do the basic operation of the visitor center, the routine maintenance, interpretation and the like.

Mr. THOMAS. So that does not include the last year's expenditures plus inflation? Is that what you call base funding?

Mr. SHEAFFER. Yes, sir. If that inflationary funding was provided it would become part of the base funding; yes, sir.

Mr. THOMAS. No. No. What do you call base funding?

Mr. SHEAFFER. As I described, it would be the money that is allocated to the individual park area to do——

Mr. THOMAS. In the previous year. This year you have a base funding of $900 million. What is next year's base funding? Do you call that this year's expenditures, or do you call it this year plus inflation?

Mr. SHEAFFER. It would be this year's plus inflation.

Mr. THOMAS. Why do you say it hasn't kept up with inflationary expenses?

Mr. SHEAFFER. Well, base funding actually refers to an individual park as opposed to the operation of the fund—let me draw a distinction, if I may. The park base funds for doing the routine things that I mentioned are distinct from monies that are maintained at the regional level to do non-recurring kinds of items, like cyclic maintenance or repair and rehabilitation and the like. Those are not part of the park's operating base, if you will.

They often—the monies available to the parks for basic operations are an outcome of an appropriation and negotiated formulation process that sometimes keep up with inflation and sometimes does not, sir.

Mr. THOMAS. Yes. I understand.

You mention also, I guess it would be in this supplemental stimulus package, $254 million. It has been talked about, at least. What would that be for, construction generally?

Mr. SHEAFFER. No, sir. Substantial parts of it are for operations. As I mentioned a minute ago, there is—for example, $30 million of that would go directly to the parks for enhanced seasonal operations.

Mr. THOMAS. And that would stimulate the economy?

Mr. SHEAFFER. Well, it creates a jobs; yes, sir. It is to hire——

Mr. THOMAS. Have you laid off any employees?

Mr. SHEAFFER. Pardon me, sir?

Mr. THOMAS. You laid off employees then as a result of this?

Mr. SHEAFFER. No. It is more that we have failed to bring on the number of seasonal hires that we would have had our base been higher, had our increases been greater.

Mr. THOMAS. $254 million is less than Yellowstone Park says it needs for highways; right?

Mr. SHEAFFER. Yes, sir. In total, that is correct.

Mr. THOMAS. Was it the Park Service or the Forest Service that had sort of a powwow and internally laid some plans for the future? Have you done that in your agency?

Mr. CABLES. I think you are referencing the Vail agenda?

Mr. THOMAS. Yes.

Mr. CABLES. Yes. We are working on various aspects of the Vail agenda in terms of recommendations, and I am pleased to announce that the Secretary has wholeheartedly supported that.

Mr. THOMAS. I presume that in your agenda you assumed that funding was not going to change a great deal. Did you?

Mr. CABLES. Well, those things——

Mr. THOMAS. Let me pose a better question than that.

Mr. CABLES. Okay.

Mr. THOMAS. Assuming that funding stays at somewhat the same level what do you propose to do to solve your problem, or do you just wait and hope that there is more money?

Mr. CABLES. Well, I would hope on the basis of the support that the National Park Service has from the American public and all that has been written about the problems of the Park Service and the Vail agenda that there would be increased funding for the units.

Mr. THOMAS. I hope so too. And I am for that. You know, I have got two major parks in my State. No one is for Parks more. But everyone is hoping there is more for Head Start and more for school lunch and more for everything. So I guess I am asking you, assuming that that doesn't change very much, do you have a strategy? How do you make it more efficient? How do you do more with the same? I mean that you wouldn't be the first group that ever asked that question, you know.

Mr. CABLES. That is a fair question. We would be in the position that we discussed earlier in this hearing, and that is that we would have to take a look at the services that we are presently providing and prioritize those things that are most enjoyed by the general public and defer other things as we have over the last 10 years.

Mr. THOMAS. That is not a bad idea really, is it? I mean we—the Congress and people—ought to have to make that decision based on a cost-benefit ratio, hadn't they? If we want this kind of service, then this is what you have to pay. Absent that here is the service you get. That is really a pretty good way to govern, isn't it?

Mr. CABLES. Well, Mr. Thomas, I couldn't support that simply because I have a responsibility at this point in time to prosper the National Park Service.

Mr. THOMAS. I know. But I think—and the chairman was saying this—if you are going to have that much money as opposed to this much, what are you going to—what is the cost to us? What is the cost to the public? Or are you just going to wait and take the money and then decide what the costs are?

Mr. CABLES. Well, I guess the answer to that question would be that the American public has entrusted all of us within the National Park Service to maintain the properties that we have, and we would not be maintaining that trust if we would allow them to deteriorate to the point that they are now absent the funding.

Mr. THOMAS. I am not making myself very clear, I guess. If you could get $100 million in Yellowstone or $80 million, then somebody ought to be able to tell us what happens if you get 80 as opposed to 100. That is my question.

Mr. CABLES. Okay. We would, as I indicated earlier, prioritize how we would spend the $80 million.

Mr. THOMAS. Then you communicate that to us.

Mr. CABLES. And we would communicate that to the committee.

Mr. THOMAS. That is a good idea. Do you have any idea how much we have spent looking at introducing wolves in to Yellowstone Park?

Mr. CABLES. No, I don't.

Mr. THOMAS. Maybe we ought to check.

Mr. SHEAFFER. I believe that they have had a program, an active program in the range of $350,000 a year now for the last 4 years, I suppose. It has been split between Fish and Wildlife Service and Park Service, if I am not mistaken.

Mr. THOMAS. Probably spent a million bucks total on it.

Mr. SHEAFFER. Yes, sir. Or better.

Mr. THOMAS. All right. Thanks, Mr. Chairman.

Mr. VENTO. Mr. Underwood had arrived after Ms. English. Mr. Underwood?

Mr. UNDERWOOD. Thank you, Mr. Chairman. I have a couple of questions. One pertains to the land acquisition budget, and I am just wondering out of curiosity whether—a couple of related items. One is what the total estimate would be of funds needed in order to purchase all the land that is in a sense earmarked for National Parks?

Mr. SHEAFFER. Mr. Underwood, we estimate that the authorized but unappropriated land within the boundaries of the Park Service—now, this is not market value, mind you, this is just the difference between that which has been authorized and that which has been appropriated on these parks. It is about $435 million. The actual market value, of course, is not something we have that has been looked at carefully. By that, I mean it is not based on any appraisals, but we estimate the number to acquire would be in excess of a billion dollars.

Mr. UNDERWOOD. So does the Park Service periodically update the market value or make some estimates about that, or does it just wait until the money is authorized?

Mr. SHEAFFER. Yes, sir. We do not begin appraisal work, it is very costly, until the money has been appropriated to acquire the land.

Mr. UNDERWOOD. Okay. And in terms of like there must be—this goes back to a question about asking your professional assessment about what, perhaps, properties—you know, you might have a rank ordering of what properties would be immediately—should be immediately purchased versus what properties might not be, might be of a lower order priority? Is there some thinking in the Park Service along those lines?

Mr. SHEAFFER. Very definitely there is. Within each park unit there is an acquisition plan that does exactly as you describe, sets priorities out very clearly. Priorities are subject to change, of course, based on current events.

Mr. UNDERWOOD. But what about relative to each park?

Mr. SHEAFFER. Not only relative to each park, but also relative to acquisition programs within the Department of Interior as a whole, there is a Departmentwide criteria ranking system that annually in preparation of the budget, ranks by a vast array of criterion involving a threat to the resource and the like.

Mr. UNDERWOOD. Okay. Could you provide me then with information about where the War in the Pacific Park on Guam ranks relative to those criteria? Because there is a continuing problem with land acquisition, and particularly for the past 10 years the properties have dramatic—the value of the property has increased dramatically, and there are a number of people who are kind of in limbo relative to that particular park.

Mr. SHEAFFER. Yes, sir. Be glad to provide it.

[The information follows:]

The Service's budget request for fiscal year 1993 included $1,000,000 for acquisition at War in the Pacific National Historical Park. However, the requested funds were not appropriated. For fiscal year 1994, the Service has compiled a listing of funds needed for 46 areas ranked highest in acquisition priority. War in the Pacific National Historical Park is not among the area included on the list.

Mr. UNDERWOOD. The other item also pertains specifically to the War in the Pacific Park and Guam. As you probably know, next

year is the 50th anniversary of the liberation of Guam, and so the War in the Pacific Park is kind of expected to, in a sense, be in the lead or participate fully in the celebration of that 50th anniversary. A particular item caught my attention because I had had a number of discussions with some park people out there, and I was kind of disappointed with their response to an issue that I raised.

One is on the Guam the War in the Pacific Park spends a great deal of time thematically responding to honoring U.S. servicemen who participated in the battle on Guam and in other surrounding battles in the Pacific, and then there are other monuments on Guam that in a sense honor Japanese involvement. But I raised the issue that this particular national park should spend some time honoring the participation of the people of Guam themselves, and commemorate their suffering during not only the battle for Guam, but the Japanese occupation. This was again brought to my mind, and I will give you an example of this.

This is a war dog cemetery on Guam, which is maintained by the Department of Defense. And, in terms of how the people of Guam perceive this is that the Federal Government has spent some money to commemorate U.S. servicemen participation. At the same time the Federal Government spends some money to commemorate war dogs, dogs that died during World War II, and I will read to you:

"'Here rests United States Marine Corps war dogs that gave their lives as scouts exploring caves and as sentries,' states a monument unveiled Saturday at War Dogs Cemetery. But, as of this date, yet the national park on Guam has not spent any time commemorating the experience of the people of Guam themselves."

So I am a little concerned about that, and I want to encourage you to give some attention to that particular issue as the park on Guam starts to develop their plans for the 50th anniversary.

Mr. CABLES. Mr. Underwood, I will certainly get with the regional director from the Western Region and will get back to your office with much more information.

Mr. UNDERWOOD. All right. Thank you.

Mr. VENTO. If the gentleman just would observe that many times the monuments and memorials such as this are privately funded, and that may be the case here. I don't know.

Mr. Doolittle had been back and forth and indicated he was going to be back, so he is recognized before my colleague Mr. Smith.

Mr. DOOLITTLE. Thank you very much, Mr. Chairman I appreciate you holding this hearing.

A question to Mr. Cables. You indicated in your statement that amongst the pressures which you daily confront are increases in base funding that have not kept pace with inflationary expenses. The chairman indicated and these figures on operation of the park system suggest you had a 100 percent increase in funding in the last decade. I was just wondering, in trying to reconcile your statement, what do you believe inflation to have been during those 10 years.

Mr. CABLES. Well, we are—there are a number of them. A number of the seasonal workers have been converted to permanents. GS-4 and GS-5 generalists have been upgraded, often to resource management positions. A portion of the pay increase, of course,

have been absorbed by park budgets. We have roughly the same number of seasonals spread over more areas because of the creation of new areas.

The first costs to the agencies are higher than the civil service allotment. The utility costs have gone up. Health care costs have gone up. All of these things have raised havoc with our budgets, and therefore the parks find themselves in the position that we are reporting to you this morning.

Mr. DOOLITTLE. Well, despite a 100 percent increase in the funding, you are telling me that these inflationary pressures have outstripped that? I mean I find that incredible.

Mr. CABLES. Well, I think that the——

Mr. DOOLITTLE. Or not believable.

Mr. CABLES. I think we can even be even more specific, and I would ask the comptroller to be more explicit.

Mr. DOOLITTLE. I want to hear from him. Let me just observe that you are using the definition of inflation that—I understand what you are talking about now, but it is not what I understood from the statement. I mean inflation as economists use it. And that as I understand it, we averaged about 4 percent per year for the decade of the 1980s continuing into the 1990s to the point where we are now. So inflation, as I understand it, and as economists would use the term would have been about 40 percent, I think.

Mr. SHEAFFER. Actually, the figures we use, I think, over the last 10 years average—the total is about 60 percent for that period. But you are in the range; yes, sir.

Mr. DOOLITTLE. Sixty percent for inflation?

Mr. SHEAFFER. I believe for the years 1982 through 1992, the years we use from OMB, would have it deflated at a rate of about 60 percent.

Mr. DOOLITTLE. Okay. I am not going to quibble with you. I would simply observe that is higher than I would have thought.

Well, that is right. That is the peculiar way the Federal Government handles its budgeting. Okay.

Mr. SHEAFFER. Well, something that may be of help in understanding what has happened to the Park Service budget over the last 10 years, and I would be happy to provide these numbers, if you like, are these charts. If I may, using the 1980 appropriation as the base, because that is what I happen to have on this chart right here, through 1993, enacted, we have increased almost $600 million in that period of time. Now, I am talking strictly about the operating appropriation of the Park Service. I am excluding construction and the capital programs and the like.

Mr. DOOLITTLE. And you are going back to which year?

Mr. SHEAFFER. I am going back to 1980, sir.

Mr. DOOLITTLE. Okay. Well, that goes beyond my chart here. But okay. You are saying you have increased $600 million since?

Mr. SHEAFFER. Yes, sir.

Mr. DOOLITTLE. Okay.

Mr. SHEAFFER. From about $390 million to about $990 million, in that range.

Mr. SHEAFFER. Okay. Now, we have broken down in some categorical terms the monies that have been provided over that period of time. For example, pay cost increases granted by the Federal

Government alone account for almost $200 million of that $600 million increase. Other fixed costs, Federal telecommunications system, GSA space rental, postage and the like which we maintain at a central level account for about $50 million.

There have been what we call simply account transfers which buy you nothing that account for about another $20 million or so. The interesting thing is that we have initiated a number of programs in the course of the 1980s that don't really do anything for the park base. They did not become part of the park operating base.

Principally in the area of resource management in which we began an air quality program we initiated a mining and minerals management program, a collection management program, part of a global change effort, a natural resource preservation program, a number of initiatives that were begun that, again, did not become part of a park base but were meeting new program requirements and the like. The bottom line, is that the park areas that were in existence back then, of that $600 million actually increased only about $140 million, or roughly 24 percent. That is, in fact, below the inflation rate that occurred during that time.

Now, you cannot apply the same logic to all national park areas, because some have benefited more than others, and we have detailed sheets that deflate dollars by park area where some have done very well in that period of time. But you have to look at a great number of things, of inputs, to really analyze any given park operating budget.

Mr. DOOLITTLE. Well, I would just say to you gentlemen, I mean we are here for kind of the bigger picture, but I don't know why we should listen to all your exceptions and excuses as to why you are different. I mean you are a unit of government. You have had over 100 percent increase in funding, and you aren't performing some of the things that need to be done. I mean, frankly, one could argue there has been mismanagement in the Park Service. I find it absolutely remarkable that you are here today. You have given us a list of things, and I would like to go to this now.

Ms. English spoke about her district. I represent a portion of Yosemite Park. You have recommended, or you have allowed those superintendents to recommend—apparently you rubber-stamped their recommendations—that you are going to defer the opening of the Tioga Road. That is one of the main highways through my district. As long as that road stays closed, the community hurts. The revenues of that community increase about fourfold when the road is open.

I find it absolutely remarkable. I called the park superintendent the other day and asked about this, and he cried the blues about, "Gee, they don't have any funding." You tell that to the American people. A hundred percent increase in your budget and you are now going to punish the taxpayer to convince them that you need more funding for the Park Service. I will tell you, as one member of this committee, Mr. Chairman, I intend to stay on this issue and be involved. I think this is outrageous.

And you could look at some of the other things on these lists. I mean people—Yosemite National Park, for heavens sakes, must be one of the most utilized parks in the whole country, and to propose

keeping the road closed even longer because they don't want to have to hire some additional seasonal personnel to deal with the effects of it being open—I mean this is a park. People are supposed to use this park. This is not a wilderness area or some more restrictive categorization, and hearing the testimony today concerns me a little bit.

Let me go to one other aspect of that park. There was a fire in Yosemite about a year and a half ago. A lot of burned timber. You know, if revenues are so tight, we could have salvaged a lot of that timber. But there again, when appeals were made into the—not a formal appeal, but inquiries were made to the authorities there, they really don't see harvesting timber as part of their job. Well, obviously, timber harvesting doesn't normally occur in national parks, but here you have got significant amounts of burned timber. It does have a value if you get it out in time. After about, I don't know, a year or two it is worthless.

But I had constituents that wanted to go in and take that out and were denied from doing it. If the Park Service is hurting so much for money, wouldn't that have been a possible source of revenue? And wouldn't it have cleaned up the park in the process?

Mr. DAVIS. Any revenue that we would have received, sir, from the sale of that timber would have come to the Treasury of the United States. It would not have remained in Yosemite.

And I think it is almost important to note, and you may have an argument with this, but the national parks are managed for their natural processes, and fire is one of those natural processes that affects the ecosystem of the park, and our decision is to let those processes work their will and to leave the timber basically to fall apart—to fall down and re-enter the earth in the park and to provide habitat for a certain type of animal and plant life that will move in and out during the natural regeneration of that forest.

Mr. DOOLITTLE. That is why so much of Yellowstone was burned. I believe that was a very controversial policy. I would have some—I mean there must be some limits to that policy, aren't there?

Mr. DAVIS. There are, indeed, limits to that policy and we tried very hard to stop the fire in Yellowstone, and we were controlling the fire also in Yosemite.

Mr. DOOLITTLE. Okay. If I may, you have added a number of new units over the years, and that has been talked about. What was the position of the Park Service when those units were proposed? Did you oppose any of these units?

Mr. DAVIS. A number of them.

Mr. DOOLITTLE. And did you support any of these units?

Mr. DAVIS. Yes, we did.

Mr. DOOLITTLE. I would suspect from what I know you supported it by a ratio of about 2 to 1, those who support to opposed, didn't you?

Mr. DAVIS. I am not sure that I would agree to that percentage, but we did support a number.

Mr. DOOLITTLE. Would you say you supported a majority of them?

Mr. DAVIS. I would think so; yes.

Mr. DOOLITTLE. Okay. I think that is safe, and maybe you can supply for the record the number. But I find it remarkable, having

supported a majority of the new units that are created, you come in here and now complain that they are not being properly funded. I mean that is a little like the boy who murders his parents and then gripes that he is an orphan. I mean I just think—I mean these are just basic facts. I don't mean to be argumentative, but I find this remarkable, the sorts of testimony we are hearing today. And I appreciate the chairman giving us the chance to ask some of these questions.

Those that you oppose, did you request a veto from the administration?

Mr. CABLES. On some of them we did, yes.

Mr. DOOLITTLE. Did you ever get one?

Mr. CABLES. I am told by Mr. Galvin that we got a veto on Linden–Revere.

Mr. DOOLITTLE. Okay. Now, one note here. This I find interesting, Mr. Chairman. I haven't really seen this in government before. I was looking at your chart here. You know, you look at the amounts that were requested by the Park Service, and then every year except this one, and this one is not finished yet, they had enacted into law more money than was requested every single year. I mean am I reading that wrong.

Mr. VENTO. Well, if the gentleman would yield. Some years the Reagan administration requested less than they got the previous year. Or not necessarily with the most recent administration, they were a little more reasonable. So I think that some of that would have to be looked at in that perspective.

Mr. DOOLITTLE. All right. I guess I have asked questions that I intended to, but I do hope, Mr. Cables, that this issue of the Tioga Pass is very important to my district, and we are going to be looking closely and hoping that your people will cooperate.

I would suggest maybe you exercise a little more management in the Park Service, and not give so much autonomy to these superintendents.

I thank you for the chance——

Mr. VENTO. Sounds like that is one snow job better get done.

I would also point out with new units that often those new units, at least in a couple of instances here, were carved out of the Park Service or BLM areas, so the government was managing them differently as parks than as BLM or Forest Service. That doesn't take from the concerns about new units and funding. But nevertheless, it wasn't exactly—they are not always an entirely new expenditure, although a different mission and emphasis.

Mr. Abercrombie has been very patient.

Mr. ABERCROMBIE. Thank you, Mr. Chairman.

Mr. VENTO. We are pleased the gentleman is here.

Mr. ABERCROMBIE. Thank you. Mr. Cables, aloha. Good morning to you.

Mr. CABLES. Good morning.

Mr. ABERCROMBIE. Mr. Cables, I refer you to page 3 of your testimony. Some of this has been touched on before, Mr. Chairman, and may even have been answered in a manner of speaking, but I would like to focus in on it just a little bit because I believe that the so-called stimulus program is still on the drawing boards with respect to the Congress.

In your second paragraph there where you refer to the stimulus supplemental includes a total of $254 million for the National Park Service including $30 million for additional seasonal operations. Did I understand you correctly that the majority of the $254 million was operational in nature as opposed to capital expenditures? I am differentiating an operational budget and a maintenance budget from a capital expenditure budget, an infrastructure-type budget.

Mr. CABLES. Right.

Mr. ABERCROMBIE. So is the majority of it that, or is it all that?

Mr. CABLES. The largest percentage of it is that.

Mr. ABERCROMBIE. Okay. And the chairman indicated and I believed Mr. Davis confirmed or made more specific that of the approximately $2 billion plus in backlog for construction or capital expenditures with respect to all national parks that roughly half, or approximately half of that expenditure is what could be termed roads and bridges, without misstating the case.

Mr. GALVIN. That is correct. Yes, that is based on preliminary surveys done by the Federal Highway Administration and Park Service technical people.

Mr. ABERCROMBIE. Okay.

Mr. GALVIN. But to fix up the existing roads. This is not to build new roads.

Mr. ABERCROMBIE. I understand.

Mr. GALVIN. It is to fix up the existing.

Mr. VENTO. Let the record show that it is Mr. Galvin that was responding.

Mr. ABERCROMBIE. Yes. Mr. Galvin. Yes.

Mr. GALVIN. It is about $1.3–$1.4 billion. Most of that work is included on this $2.3 billion list.

Mr. ABERCROMBIE. Right. Maybe I missed something because I was unable to be here at the beginning.

Have you and Secretary—have you, Mr. Cables, and your people here discussed with Secretary Babbitt the idea of proposing to the President and/or to the Congress that they make part of the stimulus construction budget full funding for this element of the backlog? If it is an $18 billion package, let's say, why shouldn't we make 1.3 billion of it an across-the-board funding for your roads and bridges projects, infrastructure projects?

Mr. GALVIN. Actually, as part of the economic stimulus package we have included about—we have included $50 million worth of roadwork. About $30 million of it is major rehabilitation. That is about the limit of what we are capable of expending in the short run. We literally could not spend $1.3 billion in one year on national park roads because of the technical requirements and also the fact that——

Mr. ABERCROMBIE. Time out, Mr. Galvin. When you say because of the technical requirements, my impression is that these roads and bridges projects have been on the books for sometime and that you know what it is you want to do, that the specifications are relatively well-known, et cetera.

Mr. GALVIN. No. Up to the last statement, correct. That is, we have a good idea of the order of magnitude of the work, but with respect to individual specifications on specific sections of roads or

bridges we only have on hand what we expect to expend in a given year, which is right now about $83 million a year.

Furthermore, beyond technical requirements it is important to note that in a park like Yellowstone, which has a substantial amount of this background, several hundreds of millions of dollars, you would not fix all the roads in Yellowstone simply because of public access. In other words, you don't want Yellowstone closed, I don't think—Mr. Thomas isn't here, but I am fairly sure he would agree with the idea that you don't close all of Yellowstone to fix roads.

Mr. ABERCROMBIE. No. No. I understand that part.

Mr. GALVIN. And I think, if I must might continue——

Mr. ABERCROMBIE. Okay.

Mr. GALVIN. The problem represented by the $2.3, or the $1.4 billion backlog is more correctly, I think, classified as an infrastructure problem, and the administration is indeed beginning to talk with us about a more—a longer term solution to this problem.

Mr. ABERCROMBIE. Well, Mr. Galvin, I appreciate that because, Mr. Chairman, I think that there are many of us in the Congress who want to see a short-term stimulus—I am going to make a differentiation here—the short-term stimulus, long-term investment. I am not trying to be cute with words. I am trying to make a practical distinction to really illuminate the problem rather than obscure it.

I understand that you might not have on the books right in front of you, or maybe the more appropriate term is this on-the-shelf road construction project, bridge construction or a similar activity beyond say—would you say $80 million?

Mr. GALVIN. Well, we get $83 million a year. I think the economic stimulus package is a good example. We get $83 million. That is largely executed through the National Park Service and the Federal Highway Administration. The Federal Highway Administration does most of the engineering. When the economic stimulus package was being formulated, we asked the Federal Highway Administration and our Denver Service Center how much more roadwork they could put——

Mr. ABERCROMBIE. Yes.

Mr. GALVIN [continuing]. Into this year's package, and the answer was $30 million.

Mr. ABERCROMBIE. For the country?

Mr. GALVIN. For the national park system, yes.

Mr. ABERCROMBIE. For the national park system for the Nation?

Mr. GALVIN. Yes. So it is about a 40 percent increase in what we could do annually.

Mr. ABERCROMBIE. Okay.

Mr. GALVIN. Now, if somebody told us that 3 years down the line we were going to do $200 million worth of work we could probably gear up and do that. We can't do it in a month.

Mr. ABERCROMBIE. That is fine. Because, Mr. Chairman, that is the next step I wanted to go to.

Mr. Galvin, if we could push then for that and say, Look. If the park system is capable of doing this, and we know that there is a national interest in this, so that somebody couldn't get off into the classic demagoguery about pork or you are favoring one person

over another because they happen to be on the Subcommittee on Parks and Natural Resources," for example. You know, they could say that, and they probably do, mean-spirited, cold-hearted people who don't understand how it works and the true blue spirit of this subcommittee chairman.

Mr. VENTO. You had to be on the Appropriations Committee, too.

Mr. ABERCROMBIE. Right. They say those things. We pay no attention here.

But I am quite serious about this. When you propose—if you would propose to Secretary Babbitt, and it could be accepted by the Congress and by the President, a truly national program with respect to this $1.3 billion section of the budget—this is legitimate. The hearings have been held, observations have been made, conclusions have been reached, et cetera. This is not something you have to invent. You are not running out to look for $1.3 billion, right. That is all sitting there.

So what I am suggesting is is that part of long-term investment to come off of the initial stimulus program I would like to see you as professionals recommend to the Secretary, and hopefully the Secretary would accept it, that we get into a year-by-year—I mean, we are proposing, after all, deficit reduction, et cetera, out through 1997 that we come up with a long-term program to deal with this roads and bridges part of it, and I think that that would have a very felicitous affect on travel and tourism. I think it would—which I am particularly interested in, obviously, even though my district obviously is several thousand miles from the mainland.

Nonetheless, I think as an economic stimulus there is no question that National Park Service in my view provides one of the key elements in all of this. And quite frankly, Mr. Chairman, the President in all of his remarks, and I have been paying very close attention to the speeches, has not adequately taken into account publicly the role of travel and tourism in stimulating the economy, creation of jobs, et cetera, in general, and in particular, the role of the National Park Service in being a crucial element in travel and tourism throughout this Nation and a tremendous job generator.

I am not talking, Mr. Cables, and gentlemen about the Park Service hirings themselves in terms of jobs, although that is important. But I am saying that the Park Service is one of the key generators or the key elements, the key driving wheels within the overall economic engine of employment throughout the Nation. I can cite to you, and will for the record, that tourism ranks as the one, two, or third largest employer in 37 states, that it is the number one employer in 13 states, and I would submit, and I expect that you would agree, that the National Park Service is a crucial element in travel and tourism in all of these areas. Not necessarily the sole one. Obviously, it is easy to talk about Yellowstone because it is such a high profile big element. But you could go to various caves and historical monuments—Chickamauga, I mean I could cite a whole lot of things to you, right, that is part and parcel of this.

So the burden of my little sermonette here is that I think you would find strong support from members on this subcommittee who are familiar with it, and I think a, perhaps, welcome support after many years of wandering in the wilderness, the economic wilder-

ness or the budget wilderness yourself, if you made a vigorous proposal to the Secretary that we move forward with a long-term stimulus or long-term investment on moving forward with this bridge—I am going to use the word infrastructure—backlog in the National Park Service.

Mr. GALVIN. Those conversations have begun, as I say. We did earlier on, before the economic stimulus package, put together an infrastructure program that included roads, bridges and our rehabilitation backlog, and those conversations continue with the new administration.

Mr. ABERCROMBIE. Mr. Cables, is there a timetable on this?

Mr. CABLES. In terms of?

Mr. ABERCROMBIE. Because I intend to pursue this very vigorously, I can assure you, and I am sure you can hear by the tenor of my remarks that I want to be supportive of this. Is there a timetable on speaking with the Secretary about this so that Mr. Vento could have some idea of whether something like this will be forthcoming, or at least a—either a recommendation or an observation to Mr. Vento and this committee about what you would like to do in this area?

Mr. CABLES. I think we could pursue that. There is a window of opportunity within the 1994 budget to do just that.

Mr. VENTO. If the gentleman would yield to me.

Mr. ABERCROMBIE. Yes. I am finished, Mr. Chairman. Thank you.

Mr. VENTO. I am certain that the maintenance and—I am sorry, the construction budget which we are into talking about again at this point, although I want to differentiate that, but I think that most of those judgments are probably sound. They are initially done by GAO and updated, as I recall, by the Park Service. I believe that that is correct, isn't it, Mr. Galvin? Isn't that initially a GAO document?

Mr. GALVIN. No. Actually, initially we did do a Federal highway study and the GAO document confirmed the order of magnitude.

Mr. VENTO. Okay. All I would suggest to the gentleman is that we might want to look—obviously, there is no—I mean what this is is sort of a revisiting whether or not the existing roads and bridges are sufficient, are appropriate in terms of the transportation system, in terms of facilitating visitation and utilization of the resources. And I think that before were to buy this and just replicate it we might want to look at the overall transportation system, along those lines. I am not talking about an inordinate delay. But if we are going to have a major effort in terms of road construction in this I think that that would be appropriate. And, also, as indicated by Mr. Galvin, this does not include any new roads. So you might want to look at in terms of that transportation system so we could rationalize a system that would not simply be paving over decisions that were 1930s era decisions.

Mr. ABERCROMBIE. I understand completely and I agree with you.

Mr. VENTO. So that is the first caution. Secondly, I would just—and I think that that would serve the gentleman's purpose and the Park Service service. The second point I would suggest is that I think that the Park Service has been reticent to, and the committee has generally followed their professional lead in terms of not attempting to designate or to identify the parks wholly on, and jus-

tify on the basis of tourism. Although we know they are enormously important for that, we have guarded against that, and that is why when Mr. Cables used the word that some units had been put in place as economic development tools, for economic development reasons, I think that we really on the committee and I think that the professionals in the Park Service tried to guard against that. Not that there are not important tourist activities. In fact, on an international basis I think the parks, our national parks, rank as one of the major attractions to international visitation within the continental and certainly within your area of representation, in Hawaii and Alaska.

So I would just with those——

Mr. ABERCROMBIE. Yes.

Mr. VENTO. While I am enthusiastic about them serving that purpose, I think that our designation, our work and the work of the Park Service has been oriented maybe in a little different direction.

Mr. ABERCROMBIE. Mr. Chairman, excuse me.

Mr. VENTO. Yes. I appreciate the gentleman yielding.

Mr. ABERCROMBIE. No. No. I very carefully, and I hope that it was recognized by Mr. Cables and crew there, I very carefully did not state that I wanted to do this in order to generate travel and tourism. I understand your premise.

I said—I hoped I said, and I will say for the record, my purpose in bringing this forward is that this is already existing. I am pretty familiar with the kinds of visitation and the activities that go on already. What I am saying is is that we need to be prepared for this regardless. That travel and tourism, I believe, is going to be one as the economy comes back, and I certainly hope that it will, and I want to participate in that, that as a result of that travel and tourism will take off, and you are going to be hit with it regardless. That is what I am talking about. You don't want to be ill-prepared. You don't want to have to close down as I see here more interpretive programs and all the rest of it.

I believe that one of the things that moves this country forward as a Nation and get people to think of ourselves as brothers and sisters around the Nation is to be able to have an experience, especially in our parks, in which you learn something about this country and what it is all about, and you expand your horizons. And I believe the National Park Service does that. I know it does in Hawaii. I know that people have experiences there they never thought they were going to have and impressions are made upon them that they carry with them I think their whole lives long, in great measure because of the professionalism exhibited by National Park Service employees there.

So my purpose is not so much to say to you, Would you please be a lead dog on the tourism sled, but rather saying, You are already in existence, this is already underway, you are already well behind the curve on what you want to provide in terms of infrastructure, and so let's get that proposal on the board as part of a long-term investment in the context of that which is already established by the Park Service.

Mr. VENTO. And I think at the end of the line when we get all of these roads and everything lined up we get back to the operations and maintenance budget, and if they, coincidently, were suc-

cessful with facilitating folks visiting, what is going to happen when they get there? It may, in fact, increase the operation and maintenance budget and be a justification for Mr. Sheaffer to give a different series of answers to our colleague Mr. Doolittle concerning this particular matter.

And, of course, you know I think, Mr. Cables, in your statement the increased visitation is something that you ought to emphasize in terms of operation and maintenance, which I note in your statement but nobody picked up on it. But I think your answer, that was good.

Mr. Smith had been waiting and you had been in and out, so we will go with Mr. Smith.

Mr. SMITH. Thank you, Mr. Chairman. And thank you, Mr. Duncan.

I want to just review the overall picture. First, welcome, Mr. Cables, and gentlemen.

I want to review the overall financial picture once again so we all have it, hopefully, in mind. My numbers indicate that the backlog for operation and maintenance of the National Park Service is $400 million, that the backlog for land acquisition is some $2–$5 billion, and that the backlog for construction of only the top 200 priorities is $2 billion in arrears. Does those numbers jibe with yours, roughly?

Mr. SHEAFFER. They all do, sir, with the exception of the land acquisition, and that number is, as I said earlier, pretty much anyone's guess. It depends. We don't have an accurate estimate.

Mr. SMITH. Okay.

Mr. SHEAFFER. But yes, sir, otherwise they are very close.

Mr. SMITH. All right.

Mr. SHEAFFER. Yes, sir, they are good.

Mr. SMITH. Somewhere between $2 billion and $5 billion would be a rough estimate?

Mr. SHEAFFER. Yes, sir.

Mr. SMITH. All right. In the last Congress this committee passed measures totaling $2.3 billion in park and public expenditures. Of the 24 measures last year increasing costs to almost $300 million, last year only, 24 new units is what we are talking about, you folks supported 24 of them and opposed 4. My question is simply in the light of these terrific backlogs, how is it possible for the parks people to support any new units anywhere until we begin to repair what has been obviously brought out in this hearing and others, inadequacies and terrific needs around the country in existing parks? How is it possible that we can advocate new starts when we have not caught up, and are woefully behind, and will never catch up likely in this period of austerity with this new administration's emphasis, and thank goodness, on deficit reduction? How do we ever catch up with what we have in place, let alone advocating new units?

Mr. CABLES. I think that, as was earlier said by the chairman, we are in a position where in some instances we support the addition of new units and in others we oppose them.

Mr. SMITH. Well, 4 out of 24—Mr. Cables, please—4 out of 24 of you were opposed last year.

Mr. CABLES. I am getting to that point.

Mr. SMITH. Thank you.

Mr. CABLES. I guess what I would say to you, if I can paraphrase what I thought I heard the chairman say, it gets down to a matter of what we are permitted to oppose as professionals, so that the point I make to you is that if we, the National Park Service professionals, were in the position to have absolute authority in terms of what we submitted we, perhaps, would have opposed fewer than the four. We would have opposed a larger number.

And, as a result—and also I think we have to accept some of the responsibility and blame simply because we don't have and haven't had over the last 12 years or so a legislative package which would have put us in the forefront of what it was that you and this committee would make judgments and decisions on. So I guess that is the position and the responsibility that we accept.

Mr. SMITH. Well, I hear you saying that there are others who direct the policy, and you as professionals are sometimes muted. We all understand that situation. Yet, this is a new budget period, and we have a new Secretary of Interior, and you as park professionals it seems to me are obligated to counsel him about your current situation and to try to find a way which I hope we could all concur that maybe we better step back, take care of the established parks that we have already, although we will catch up likely under these budget restrictions, and counsel him that new starts are merely adding to the problem that you already have. Your priorities are stretched limitless, and you don't have the funding, nor will you have, in this budget to take care of the essential needs as you as professionals understand them.

One of them, for instance, and you heard about the road in Yosemite—everybody has a problem, I am sure—Crater Lake National Park, the only park in Oregon, the clarity of the water is diminishing. Maybe we should shut it down. We are not sure why. There is a need for scientists to come in and determine what is the problem at Crater Lake National Park. Yet it is not in this budget.

Tell me how—I have introduced legislation to create a study of that problem. Yet I don't anticipate it being a high priority simply because there are many others. But how do we arrange funding in an overstretched budget for essential kinds of programs that I have outlined at Crater Lake, and the road at Yosemite? And, my goodness, there must be millions of those. How do we do that with with you folks?

Mr. CABLES. Well, you do it on a priority basis, and certainly if in fact there is a problem with the water, which is significant and important, I would have to think that that would be bumped up to a point where we could address it. By the action that is taking place to my left here, I am of the opinion, and understanding what I hear, that we have been involved and are studying that problem.

Jack?

Mr. SMITH. That study has been completed.

Mr. CABLES. Oh.

Mr. SMITH. The problem is we still have a water clarity, you may know about it, ongoing, and we don't know what—if there are pollutants. We don't know. There are 500,000 people come to that spot every year. So it is one of those very difficult kinds of things.

But in light, again, and I just go back to the horrible piling on that this committee has done to you, with your acquiescence, by the way—you are culpable as well because you supported 20 of these out of the 24, and you are stretching out funds that aren't available. So somewhere we have got to get the whole picture back in perspective, it seems to me.

Mr. CABLES. What I guess that suggests is that we come together and address the issue that all of us are accepting. I would hope that the stimulus package would be approved. We are certainly encouraged by budget submission, the 1994 budget. I think that we have to take a look at the system and we need to make decisions as to how we manage some of these facilities as opposed to others, and that we need to become as forthright in terms of our needs and to make those particular presentations to this body and others in a way that supports the needs of a system that is recognized as the best in the world. And we will do that with the encouragement of hearings such as this and the support of this and other committees.

Mr. SMITH. Well, while you are putting together the stimulus package, I hope that you would be a little more sincere than I understand we are at Crater Lake where part of the stimulus package includes bear-proofing garbage cans. That sounds like a joke. It is not. But we have some other dire needs at Crater Lake and bear-proofing garbage cans.

Mr. CABLES. Mr. Smith, I had the opportunity earlier this week to be briefed on the development at Crater Lake, and I should tell you, and I guess maybe the superintendent and the regional director were up and briefed you as they did us.

Pardon? Have they been up?

Mr. SMITH. Yes, we met with them.

Mr. CABLES. Okay. So I am encouraged to the point that we are moving forward in addressing the needs of that particular park, and we will be doing everything possible to see that in some prioritized incremental way that that happens.

Mr. SMITH. Thank you.

Mr. VENTO. I would just say, Mr. Cables, in your last comments about coming together to try to do things, I think that really what we need is not this sort of—we need clearer answers on many of these types of operations and budget issues. And I feel that this example of this $30 million, or $34 million shortfall did not show a lot of direction from the top, in fact, in terms of how this was to be dealt with and the way that it was announced.

I think that everyone—instead of having some direction and someone taking responsibility for it, you have got every member complaining about their own district and area. I don't have, you know, a park problem in my area. But you know, the point was when you ask you would like to get back an answer and be able to have something coherent that you can respond to in terms of what is going on. And, if that means the Director and the Secretary taking the heat, then they ought to take it.

Obviously, I understand the necessity of working with superintendents and giving them some opportunity to respond and to adjust to the changes, but, you know, it is not clear how that process has worked—in this instance, just simply reading about it in the paper—and this is the type of reaction you are going to get. Obvi-

ously, you have got some other agendas going on as well, which, I might say, your statement encourages.

But, in any case, let me recognize my colleague Mr. Duncan.

Mr. SMITH. Mr. Chairman, I have a statement for the record.

[The prepared statement of Mr. Smith follows:]

STATEMENT OF CONGRESSMAN ROBERT F. (BOB) SMITH, SUBCOMMITTEE ON NATIONAL PARKS, FORESTS AND PUBLIC LANDS, NATIONAL PARK SERVICE BUDGET ACCOUNTABILITY AND FINANCIAL MANAGEMENT, MARCH 4, 1993

Mr. Chairman, I want to thank you for holding this hearing today. Like many Members on this side of the aisle, I want to find out why, in spite of a 50% increase over the past five years in operational funding, we are hearing horror stories about major cuts facing units of the National Park System

We also need to address the issue of perpetual expansions of the park system. Last Congress, this Committee passed measures totaling $2.3 billion in park and public expenditures. This is totally irresponsible. In fact, Crater Lake National Park in my district cannot get money for a study to find out why the water quality in the lake is disintegrating. I've had to introduce legislation to address this problem because if we don't have a pristine lake we won't have a need for the National Park at Crater Lake.

The fact of the matter is, the National Park Service cannot catch up with the backlog in funding needs for our existing parks as long as we keep creating additional units. We have all heard the numbers—a $400 million backlog for Operation and Maintenance, a $2-$5 billion backlog for land acquisition, and a $2 billion backlog for construction on only the top 200 priorities.

With these numbers in mind, I hope this Committee will spend this Congress protecting our existing resources instead of creating new units of the Park System.

Mr. Chairman, I look forward to the testimony of the witness before us today.

Thank you.

Mr. VENTO. Right. I would further point out, Mr. Duncan, that we are not done with the process. It isn't just this particular adjustment to an appropriation bill. We have got this problem with the concessions and how that functions and the accounting for that money. Then on top of all of this the Park Service through the regional offices goes through an assessment process. Last year, it was something like—in the vicinity of $12–$14 million of assessments that were made on individual parks, again which ends up being a rather curious way, which I am going to bring up in questioning. I just want members to be aware of it. It, obviously, lacks clarity. It lacks coherence. It lacks leadership in terms of what has happened at the directorship level, in my view. And I just think it may have been what was acceptable in the 1940s and 1950s, 1960s, 1970s and 1980s, but it is not going to work. It is not working now.

I don't believe it is a desirable way to go. I don't think anyone would suggest that it is a model.

Mr. Duncan?

Mr. DUNCAN. Thank you, Mr. Chairman. Gentlemen, it seems that almost every government department or agency wants to expand and grow and assume more power and take over more territory or become bigger, et cetera. Yet today we have a national debt of over $4 trillion, and there is so much concern out there in the country about that today it is almost unbelievable. Even liberals are concerned about it now, and almost everyone agrees that it is the major economic problem, the main thing we have holding this country back. We could probably be booming if this—if we didn't have it.

Yet, from service on this committee and on other committees I have been in, it seems that while people come up and play lip serv-

ice to the debt problem, everybody wants somebody else to do something about it. Everybody wants it to be somebody else's problem.

In light of the questions that Mr. Smith was asking, I am wondering have you made a study of other areas across the country? Are there other potential park sites across the country that you want to come into the National Park Service?

Mr. Smith mentioned that you had recommended 20 out of 24 or 24 out of 28, something like that. Last year, I guess. Are there other areas that you are recommending at this time or that you soon will be recommending? And if so, how many?

Mr. CABLES. I would have Mr. Galvin answer that relative to the studies that are ongoing.

Mr. GALVIN. We have recently in the last—actually, in last year's budget is the first time in over 10 years that the Park Service listed seven areas that we believed should be studied. That is not to say that the results of the study would result in a recommendation that they should be added to the park system. In fact, the historical record is, of the areas we study, about 70 percent of them are not recommended for additions to the system. That particular list that was in the 1993 budget was developed from a set of criteria and submissions from each regional office in response to the question, What out there do you think needs to be studied?

Currently, we have a list of, roughly, 20 areas nationwide that we believe should be studied. But I would again hasten to add that does not mean the study will wind up recommending that they be added to the park system.

Mr. DUNCAN. Mr. Cables, earlier you mentioned a figure that had been recommended, I believe, for the budget for fiscal year 1994 for the Park Service. What was that figure that you mentioned—the total budget for the National Park Service?

Mr. CABLES. For 1994?

Mr. DUNCAN. Yes, sir.

Mr. SHEAFFER. The figure for 1994 has not been settled. I don't believe we mentioned that here.

Mr. DUNCAN. Well, was it a 1993 figure, then, that you mentioned?

Mr. CABLES. The 1993 figure is one billion three hundred——

Mr. VENTO. This is for operation and maintenance that you are asking for?

Mr. DUNCAN. No. What is the total budget for the National Park Service?

Mr. CABLES. $1.4 billion.

Mr. DUNCAN. And then in his opening statement the chairman had mentioned something about the budget for the Park Service had doubled, or more than doubled, I think he said, in the past 10 years. Is that correct?

Mr. CABLES. Yes, that is accurate.

Mr. DUNCAN. What was the budget for the National Park Service 10 years ago?

Mr. VENTO. If the gentleman would yield to me? I was talking about the operation and maintenance budget, and you are talking about the total budget. One point four is the answer they gave you, and I fear that, you know—my statement was talking about operation and maintenance having doubled.

The other portions of the budget are the land acquisition funds through LWCF, and there are some independent appropriations for things like the JFK—the Kennedy Theater for the Performing Acts, and there are some other categories that are outside that. Construction is the other major category, I believe.

Mr. CABLES. The NPS budget in 1980 was 391,148. The ONPS budget in 1990 was 767,804.

Mr. DUNCAN. So, in 1980 it was 391 million?

Mr. CABLES. That is correct. Seven hundred and sixty-seven, eight-oh-four.

Mr. DUNCAN. Now, are you talking about the total budget was 391?

Mr. CABLES. No. I am just talking about the ONPS budget—the Operation, National Park Service System. There are other——

Mr. DUNCAN. What was the total? What was the total budget?

Mr. CABLES. Total?

Mr. SHEAFFER. The 1980 budget for all appropriations was $1,173,000,000.

Mr. DUNCAN. You can't tell us what you are requesting for 1994; is that right?

Mr. SHEAFFER. That is correct. It has not been finalized.

Mr. CABLES. Now, a substantial amount of that budget in 1980?

Mr. SHEAFFER. Yes.

Mr. CABLES. Was Land and Water Fund.

Mr. SHEAFFER. That is correct. Including grant programs and all monies made available to us.

Mr. DUNCAN. Can you tell us this? Are you asking for an increase from 1994 to 1993—from 1993 to 1994?

Mr. SHEAFFER. Yes, sir.

Mr. DUNCAN. Are you making any efforts whatsoever to reduce or hold down costs? Private businesses have had to do that all over the country in the last 2 or 3 years and I am just wondering.

Mr. SHEAFFER. I can say this much. The Administration is interested in reducing administrative costs, and they are interested in reducing the number of Federal employees, and I think you will see in the Park Service budget some share of those reductions. But on the whole, you are going to see increases in the National Park Service budget.

Mr. DUNCAN. Last year the public television got in some controversy, the funding, and so the heads of public television in this country said that if they got cut they would have to cut out showing of Big Bird and—they picked out their most popular programs. Instead of trying to find areas that they could cut, they did a public relations campaign and picked out their most popular program.

And I remember 3 or 4 years ago there was an effort to cut or save some money in the Commerce Department, so they said that what they would have to do would be to cut out the weather stations that they had across the country, which was one of their most popular programs. And most people around the country today have the impression that anytime any governmental agency is threatened with a cut that they automatically go to their most popular program, instead of to their least popular or least needed program, so that they can start this campaign and keep from being cut.

And what I am wondering about, with the Park Service, if you have to—you are not going to reduce costs, but if you have to hold down costs are we going to see that you are going to close, you are going to threaten to close the most popular national parks, or would you be willing to look at the least popular, least visited areas or areas outside of the national parks that you could reduce some, say with administrative costs here in Washington and areas like that?

Mr. CABLES. Well, some years ago when we were faced with a similar situation I think we were talking about closing the Washington Monument, and, of course, that is very popular. But specific to your question, I think that the managers and the superintendents within the system would take a look at those aspects of their operation that would least curtail the opportunity for visitation and would attempt to curtail and cut back on those particular services.

Mr. DUNCAN. In light of the questions that Mr. Smith asked, and I might say first that I appreciate your answer on that last question. In light of the questions that he was asking—that Mr. Smith was asking, about the shortfall in funds and the fact that we can't even take care of what we have now. Secretary Babbitt was here a few days ago and mentioned the $6 billion figure that I think the chairman mentioned earlier.

Mr. VENTO. If the gentleman would yield? The chairman has not mentioned the $6 billion. This is entirely Secretary Babbitt and the Park Service's figure. I profess to not understand that figure.

Mr. DUNCAN. Okay, Secretary Babbitt then. I have been told that Secretary Babbitt has now endorsed a plan to create a national park in the California Desert. Do you know whether that is true, or whether that is accurate or inaccurate?

Mr. CABLES. I believe that the the Secretary is being briefed on that and will within the next 10 days to 2 weeks be meeting with representatives relative to that particular unit.

Mr. DUNCAN. Well, whether he has endorsed it or not, how much will it cost to create a national park in the California Desert?

Mr. CABLES. I have not been intimately involved with that particular park, and therefore would have to provide for the record the answer to your question.

Mr. DUNCAN. I have been told that it would be the most expensive addition ever made to the national park system, and that it would cost in the hundreds of millions—potentially even in the billions. Is that anywhere close to being accurate?

Mr. CABLES. Mr. Galvin might be able to provide some insight.

Mr. GALVIN. Actually, in the previous hearings on the bill before Congress the administration position has always been that BLM should retain management of that portion that is proposed as a national park called the East Mojave National Park. In those hearings, figures related to—it is difficult to answer your question precisely because it depends on some assumptions. But having participated in those hearings, figures of up to $3 billion to extinguish mining claims were mentioned. Land acquisition, depending again on how a boundary could be drawn, could run in the $200 million range.

But again, since there was no specific park proposal, nor was there—nor did the administration, in fact, support a park proposal

in the East Mojave, it is difficult to say how those costs would actually work out with a park—I mean if there were a park passed that said you are not going to buy any mining, it would have a substantial impact on costs.

Mr. DUNCAN. All right.

Mr. GALVIN. But the numbers that have been mentioned in previous hearings are high. There is no question about it.

Mr. DUNCAN. All right. Thank you very much, gentlemen.

Mr. VENTO. I would just suggest that much of that land is managed by the BLM, and so some of these costs and depending on how you drew the boundaries would obviously have an impact.

In the process of the request that we made, as I pointed out, we had asked for and raised the question of assessments. This is a major, another major readjustment that the Park Service apparently has instituted within the system to meet some funding needs, whatever they may be. And so what we asked for and what we have received back were some documents, with no standard format, I might add, from the various regions suggesting what the assessments have been for the last 4 or 5 years, I believe—1989, 1990, 1991, 1992. I note on this no assessments for 1993.

Are there going to be assessments, Mr. Cables, planned in 1993?

Mr. CABLES. I would hope that there would be no assessments necessary in 1993 on the basis of our being the recipients of the stimulus package.

Mr. VENTO. Well, whatever that is. I mean it sounded to me like you are projecting that—in the stimulus package there is $30 million for operation and maintenance; is that correct?

Mr. CABLES. And there would be, I neglected to mention, and there is a reprogramming that is proposed.

And, Bruce, you might wish to——

Mr. VENTO. You want to explain that, Mr. Sheaffer?

Mr. SHEAFFER. Well, yes. Mr. Chairman, we do have a significant reprogramming that is still under consideration within the administration that has not yet reached the committees for 1993.

Mr. VENTO. The point is that there are no assessments planned or expected for 1993 right now?

Mr. SHEAFFER. Yes, there are, and they will be included in this reprogramming that we are going to be sending forward.

Mr. VENTO. There will be assessments?

Mr. SHEAFFER. Yes, sir.

Mr. VENTO. What is the genesis of this assessment process? Can you give us a history of it, Mr. Sheaffer, so that the members and the record may better reflect this process?

Mr. SHEAFFER. Yes, sir. Upon appropriation and subsequent allocation, the regions are——

Mr. VENTO. This is only applicable to operation and maintenance?

Mr. SHEAFFER. Yes, sir. Yes, it is. That is correct.

Mr. VENTO. It is not applicable to other construction; it is not applicable to land and water; it is not applicable to units that are not within this segment of the budget?

Mr. SHEAFFER. That is correct. Because we simply can't mix funds in that fashion. It is to cover expenses that were unknown at the time of the budget or adjustments that need to be made.

Mr. VENTO. For the appropriation, you mean?

Mr. SHEAFFER. Yes, sir. At the time of formulation—we have, as you know, in excess of 600 programs, projects and activities. Our budget, of course, is filled with numbers, by park and by function and by regional office or servicewide program and the like. And, quite frankly, the budgets are formulated some 16 to 18 months prior to the time that monies actually become appropriated in a normal course.

And circumstances change, Mr. Chairman. In fact, the appropriation itself can ultimately alter the assumptions that were made at the time the budget was put together. So, when dollars are finally appropriated and allocated down to the park level, the managers at all levels must accommodate some of those items that were not known.

For example, some of the recurring examples are our GSA bills that tend to go up at an unpredictable rate. We have never been able to get any quality predictions from GSA as to what those amounts might very well be. The same seems to be true of telephone rates, the central telephone bills and the like. And there are a number of those kinds of things which we try to but don't successfully predict all the time.

Mr. VENTO. Do you have guidelines for this assessment process that are written guidelines?

Mr. SHEAFFER. At the time that the allocations are made to the—no, sir, there are no specific written guidelines, except that—if, any action of paying a central bill or of reallocating monies that exceed the reprogramming guidelines are in fact communicated to the Appropriations Subcommittees in accordance with our understanding——

Mr. VENTO. But there are no guidelines that set this in place. Do you believe this is a common practice, this assessment process, with the other, sister agencies within the BLM?

Mr. SHEAFFER. I believe so.

Mr. VENTO. Pardon me?

Mr. SHEAFFER. Yes, sir. I believe so.

Mr. VENTO. You think it is. Do you think it is a common practice in other agencies of the national government?

Mr. SHEAFFER. That I am not certain of. I know more about what goes on in Interior.

Mr. VENTO. The process seems, you obviously point out some unusual circumstances which are not predictable, but it appears to me that the amount of information, Mr. Cables, that I received back is itself very unpredictable. Who makes the decision for these assessment processes? Is this made at the Director level?

Mr. CABLES. There are two judgments made. There are regional and Washington judgments made. In the region they are made by the regional directors and in some instances the directorate within the respective regions along with, perhaps, a grouping of superintendents.

Mr. VENTO. So there is a regional director decision in terms of assessment?

Mr. CABLES. Yes. On the basis of the needs that are a part of the rationale for the assessments.

Mr. VENTO. Well, he is making the decisions. I am not asking whether—he has reasons for making the decision. But he makes that and he has no guidelines by which to make that?

Mr. CABLES. No. There is no guideline from Washington on that.

Mr. VENTO. No guidelines from Washington.

Mr. CABLES. And the accounting system, then, in terms of that regional director making that decision, what are the accounting requirements, Mr. Sheaffer, for the Regional Director?

Mr. SHEAFFER. Well, let me—as far as the guidelines go, in the allocation, Mr. Chairman, in the annual allocation process there are guidelines that effectively give them latitude, but within the reprogramming guidelines, to make internal shifts of funds between projects—program, projects and activities. And they report back to us and our budget reflects, and subsequently our accounting system reflects those changes.

Mr. VENTO. But there is no judgment made—you are dealing with the numbers and integrating. But there is no judgment actually made as to whether that was correct or incorrect, any value judgment made with regards to that?

Mr. SHEAFFER. If they are within the reprogramming guidelines, then the decision is left at the regional level; yes, sir. That is correct.

Mr. VENTO. Why is it that the record of this information that I requested is so erratic in terms of the information coming back to me, in terms of this request, Mr. Sheaffer?

Mr. SHEAFFER. I apologize and take responsibility for that, Mr. Chairman. We wanted to get it to you quickly as opposed to recasting it in a more uniform format.

Mr. VENTO. Well, don't you have it in a uniform format? How do you keep track of this if it isn't in a uniform format?

Mr. SHEAFFER. Well, in answer to the specific question that was asked, we do not get the information back from the regions. We could have given you, for example, the outcomes by program, project and activity, but that I did not believe would answer your question. I thought you wanted to know the source——

Mr. VENTO. Well, it appears to me the National Capital Region information is completely indecipherable. I can't tell what this means. Can you explain this information to me that I received, Mr. Sheaffer? Or can somebody at the table explain to me the National Capital Region information that was sent to me?

Mr. SHEAFFER. I believe that what they did, sir, is give you what, in essence, is the internal—the outcome of the internal process they went through to reallocate within the region to cover unknown expenses.

Mr. VENTO. I can't tell whether this is in thousands or millions. For instance, I am looking at the page for fiscal year 1988. Do you have that information in front of you that you sent to me?

Mr. SHEAFFER. I believe I can——

Mr. VENTO. I can't tell whether this is in thousands.

Mr. SHEAFFER. It is. I am sure it is in thousands, Mr. Chairman.

Mr. VENTO. Well, that is what I presume that it is, but——

Mr. SHEAFFER. I am sure of it. 1988 National Capital Region—yes, sir, those are thousands. I am sure.

Mr. VENTO. And none of these documents suggest that, I might add to you. This is completely in a different format than—well, obviously, we apparently requested a format that is not common to your usage. But others, such as the Pacific Northwest Region, the Rocky Mountain—I have it almost park by park, and Mid-Atlantic is a study in brevity.

Mr. SHEAFFER. Yes, sir. I recognize that. Yes, sir.

Mr. VENTO. Well, I mean I think that we need to have a little more. I think we want to fill this out in terms of some sort of a format. Alaska is, again, indecipherable. It sounds as though the whole process in terms of how the entire office is run. There is in some cases an individual appropriation that is divided up one third to the park and two thirds to the region. In more than one instance, Mr. Sheaffer, it is completely at odds.

I might say that I note Cape Krusenstern, money to implement monitoring is listed here. I thought we collected that from the applicant, as I recall. I can check with my institutional memory and my staff to follow that up for you.

But, in any case, the Southwest Region is another brief suggestion. There is no idea of who paid what or what it went for, obviously, where it came from. And, obviously, you have Washington information here as well. So the Washington office, I guess, is an outcome where they have—there are repeated allocations. For instance, I note just on the National Capital Region that there is a negative $1.4 million in 1988 that went for the Washington office.

Mr. SHEAFFER. Those would be to cover the things principally that I mentioned to you, the unforeseen fixed cost bills that we pay centrally. I think the use of the word "assessment" is unfortunate, Mr. Chairman.

Mr. VENTO. Well, I don't know what—I don't want to use, I didn't pick this particular nomenclature, Mr. Sheaffer.

Mr. SHEAFFER. I understand.

Mr. VENTO. This is a nomenclature that you are utilizing, and so I want to be—I mean I have got enough to confuse me without getting into a debate about it.

I just want to point out, you know, to all of you that when there isn't an adequate understanding, when we are receiving things through the media in terms of these, then, obviously, we get very concerned. I just want someone to take responsibility for the system and be able to rationalize it, and I think that this information—I don't intend to get into micromanagement of every single park in terms of what it does, but I would like this assessment process brought up to date.

I might also add that we have got outstanding requests in terms of a recordkeeping requirement for the concession contracts and recordkeeping for them, which was completely abysmal, in evaluating that. Mr. Davis, who had testified before the committee sometime ago, was supposedly trying to get that process in order.

And so I want this done. I would like it done and I think the members of the committee need it done. I just think that we have got process where we have got money going back and forth. There may be some need for flexibility, but I think—I don't know of any system like this. I examine the budget in Housing and Urban Development and the Treasury, where I have responsibilities, and I

have not seen this. They have got their own problems, needless to say.

But I just think when we are trying to deal with closings and we are dealing with information that not having an adequate database or having this come back in a way that is coherent is a real problem for this Member of Congress.

Now, I have got a lot of questions here from the staff. All we have been dealing with is my questions so far. So I would submit these questions to you for the record and the fulfillment of the requirements and the earlier requests that we made such as putting dollar figures on these cuts that have been suggested here, which Mr. Davis subscribed to that. Those are available and there is some misunderstanding.

Obviously, if you are in reprogramming I don't want you to reinvent the wheel. But I think it is only fair that if there are going to be assessments in the 1993 budget, an unfortunate word according to Mr. Sheaffer, that we would have that put before us. But I don't want you to go back and do it over. So at some point I would like all of this before me so I would have the idea of what is going on and what the true dollars might be.

I think that it is useful. If you think it is useful to have it in an outcome format in addition to who is being assessed for what or what is being taken from the parks and the regions, that is fine. I would like that. But if you want the outcomes in terms of where it is going, that would be helpful to the committee. I expect that the Appropriations Committee would find that useful as well. We would like to have a format that would be useful to both rather than going through one that would be exclusive to me only and of no use or utility to anyone else. But I would like that in terms of this assessment process.

And these cuts, I just think the process of servicewide adjustments needs to be better rationalized and directed by the Director. I suspect that a lot of this occurred simply because of slippage. In years past when we have had adjustments, I don't remember—and I think some of those adjustments might have been at least as severe as this. I don't remember seeing this sort of phenomena go on, which seems to be sort of an ad hoc basis.

Mr. Davis, did you have a comment?

Mr. DAVIS. No. I was just moving this.

Mr. VENTO. Well, I am here to be enlightened. You know, I have been an advocate. But it is hard to be an advocate when you don't—if you want to be in on the landing, the crash landing, you want to be in on the take-off. Obviously, we all knew that the budget didn't do what it was supposed to, but on the other hand, we could like to feel that what is going on is rationalized and understandable and predictable, you know. Like one of my colleagues said, I don't even like surprises on Christmas, much less from the AP or from the local reporters.

Other comments, Mr. Davis? I have got to go vote.

Mr. DAVIS. Mr. Chairman, I would like to mention one thing by way of example, which I hope will help understand, bring some understanding to our problem. We all recall the need in our concessions management area to upgrade our records and to improve our ability to do the financial analysis.

We identified in the budget process for 1992 that to achieve those objectives we would need $1.5 million. The budget as submitted to Congress turned out to be about a million dollars to improve our concession management program. It then was appropriated at a level of 750,000 or half of what we started with. Then to complicate that situation there was an assessment of 25 percent—pardon me. In 1992 there were total assessments including our own and a congressional assessment of 3 percent. Then in 1993 fiscal year our entire concession budget was denied any increase for pay. We didn't even get half in the concession area. This resulted in a further reduction of some 263,000.

So the long and the short of what I am trying to explain is that an identified need on our part of 1.5 million is now effectively in the range of 300,000 to 350,000. And we have in the meantime built our program to try and do some of the things. Well, when this happens to us, then we must find funding.

Mr. VENTO. I won't ask for another GAO study of it, but we might be able to—I would like to see it done. I, obviously, have to go vote. I appreciate the type of problem and I would hope that wouldn't be the subject of another assessment in terms of trying to raise the money back for this that has been lost by assessment and by reduced budgets by Congress.

So I here what you are saying. I just want to note, and I have been patient, I think, with regards to this, but as we get into these subjects having this type of information base will be helpful to me, Mr. Davis, and Mr. Cables. So I just think it is necessary if we are going to rationalize the budget, and really in the end that is what we need to do.

I have to vote, so we will continue this dialogue in an informal and formal manner.

The meeting stands adjourned.

[Whereupon, at 12:38 p.m., the committee was adjourned, to reconvene subject to the call of the Chair.]

APPENDIX

MARCH 4, 1993

ADDITIONAL MATERIAL SUBMITTED FOR THE HEARING RECORD

NATIONAL PARK SERVICE APPROPRIATIONS REQUESTED AND ENACTED SINCE FY 1982 ($000's) 01/29/93

	Operation of the Nat'l Park System		Natnl Recreation and Preservation		John F. Kennedy Center		Construction	
	Request	Enacted	Request	Enacted	Request	Enacted	Request	Enacted
FY 1982 a, b	492,900	521,528	13,323	12,607	4,614	4,212	70,635	95,852
FY 1983	548,722	605,279	7,155	10,055	4,336	4,336	132,721	159,096
Rescission	0	0	0	0	0	0	(63,600)	0
FY 1984 b	593,166	616,390	9,226	10,377	4,342	4,542	78,275	66,690
FY 1985 c	626,750	626,818	9,449	11,111	4,621	4,529	77,878	111,045
FY 1986 d	614,278	615,634	9,547	10,555	4,600	4,566	49,456	112,408
FY 1987 d	714,113	710,981	9,547	10,928	4,771	4,771	29,114	88,095
FY 1988	711,960	730,790	10,249	12,935	4,904	4,904	30,798	93,017
FY 1989	733,268	769,435	10,204	14,608	5,193	5,181	15,003	159,108
FY 1990	767,240	797,804	10,204	15,923	15,193	9,118	44,112	197,407
FY 1991 incl. AVTB	830,814	876,688	10,125	18,301	8,150	21,039	99,766	270,443
FY 1992	970,526	970,498	28,949	21,812	22,945	22,656	115,896	300,181
FY 1993 to date	1,031,813	981,995	30,991	23,563	13,556	20,629	137,686	229,831

Included are regular and original requests and appropriations enacted and any amendments, supplementals, rescissions, and sequestrations.
Amounts are appropriations enacted not adjusted for transfers.

a Does not include an amendment 10/5/81 reducing the request by 12%. Submitted after House and Senate reports were not addressed by conferees; however the regular appropriation act included a 4% general reduction provision.

b FY 1982 and 1984 NR&P requests were included in ONPS in the Reagan budget, but are shown NR&P for comparability.

c Reflect small rescissions requested and enacted for management savings.

d Does not reflect requested rescissions of add-ons enacted; such rescissions reaffirm the amount requested rather than reduce it; none of these proposed rescissions were enacted.

e FY 1988 appropriations included a rescission of UPF&RF balances.

NATIONAL PARK SERVICE APPROPRIATIONS REQUESTED AND ENACTED SINCE FY 1982 ($000's) (cont.)

	NPS Land Acquisition and Administration		State Recreation Grants & Administrn		Historic Preser-vation Fund		Urban Park and Recreation Fund		Illinois & Michigan Canal NHCC	
	Request	Enacted	Request	Enacted	Request	Enacted	Request	Enacted	Request	Enacted
FY 1982 a	30,390	129,081	4,564	4,381	4,700	25,440	0	7,680	0	0
FY 1983	59,776	121,505	0	115,000	0	51,000	0	40,000	0	0
FY 1984	44,671	128,650	0	75,000	0	26,500	0	6,700	0	0
FY 1985 c	99,966	95,682	(18)	73,482	0	25,480	0	0	0	245
FY 1986 d	10,000	46,041	1,275	47,563	0	23,729	0	0	0	237
FY 1987 d	13,000	75,160	2,270	34,970	0	24,250	0	0	0	250
FY 1988 e	12,538	40,763	3,419	19,762	0	28,250	0	(1,900)	0	250
FY 1989	12,396	52,609	3,383	20,000	0	30,500	0	0	0	250
FY 1990	66,076	67,740	3,383	19,762	0	32,308	0	0	0	250
FY 1991 incl. ATB	76,853	103,566	3,300	33,225	33,665	34,483	0	19,895	0	249
FY 1992 d	84,145	82,023	33,500	23,204	35,931	35,478	0	4,937	0	247
FY 1993 to date	84,404	89,686	60,000	28,214	40,931	36,617	0	0	0	248

Included are regular and original requests and appropriations enacted and any amendments, supplementals, rescissions, and sequestrations.

Amounts are appropriations enacted not adjusted for transfers.

a Does not include an amendment 10/5/81 reducing the request by 12%. Submitted after House and Senate reports were not addressed by conferees; however the regular appropriation act included a 4% general reduction provision.

b FY 1982 and 1984 NR&P requests were included in ONPS in the Reagan budget, but are shown NR&P for comparability.

c Reflect small rescissions requested and enacted for management savings.

d Does not reflect requested rescissions of add-ons enacted; such rescissions reaffirm the amount requested rather than reduce it; none of these proposed rescissions were enacted.

e FY 1988 appropriations included a rescission of UP&RF balances.

GEORGE MILLER, CALIFORNIA, CHAIRMAN
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U.S. House of Representatives
Committee on
Natural Resources
Washington, DC 20515-6201

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STAFF DIRECTOR
RICHARD MELTZER
GENERAL COUNSEL
DANIEL VAL KISH
REPUBLICAN STAFF DIRECTOR

March 8, 1993

Mr. Herbert S. Cables
Acting Director
National Park Service
Department of the Interior
Washington, D.C. 20240

Dear Mr. Cables:

As announced during the hearing on Thursday, March 4, 1993, I am forwarding the following questions and requests for information. Your responses will be made part of the hearing record.

-- Please provide the actual dollar amounts associated with the adjustments approved in December of 1992.

-- Please provide a list of park units converted into year-round units in the 1980's.

-- How is the Denver Service Center funded? What was the total budget for the Center in the last five fiscal years?

-- What portion of the allocated or appropriated funds expended by the Denver Service Center go into actual "bricks and mortar" for construction?

What portion of the funds are used for contracted professional services? What portion is used for in-house professional services? How does the Center decide which services will be provided internally and which will be contracted?

What portion of the funds are spent on projects management? How does this compare to similar projects conducted in the private sector? What is the average cost overrun for projects managed by the Denver Service Center?

-- How much discretion does the Denver Service Center have in deciding which areas or themes to study? What portion of these studies are Congressionally mandated?

Please provide a list of studies, ongoing or completed, undertaken by the Center in the last five years.

-- Please provide the park by park allocation for fiscal year 1993, as well as the line-item appropriation for each regional office and the Washington office.

-- It is my understanding that in the original stimulus package worked up in the National Park Service that funds were proposed for the Land and Water Conservation Fund (LWCF) state grants program and the Urban Park and Recreation Recovery Program (UPARR) but they were not included in the final package. Considering the effectiveness of these programs in creating jobs in depressed areas, the quick spendout rate, and the fact that matching funds were immediately available for some $350 million in state and local projects, why didn't these programs get funded?

-- Why have you stopped providing the distribution of fee income per park in the budget justification? Do you have these figures?

The following question was submitted for the record by Congressman Bill Richardson:

-- Pursuant to the Native American Graves Protection and Repatriation Act a grant program has been established within the National Park Service to assist Indian tribes, universities and museums in carrying out their responsibilities under the Act. This grant program has yet to be funded. Does the Administration plan to provide the resources needed to fund this important component to implementation of the Act?

The following questions were submitted by Congressman Larry LaRocco:

-- Why has funding and staff for tourism been cut by the National Park Service at a time when our parks are in such trouble and when we should be focusing more energy on effective tourism promotion and management of our National Park System?

-- Why have tourism technical assistance projects in rural areas been cut?

-- Why are you no longer offering regional tourism training conferences as the National Park Service tourism office once did?

-- Why has the National Park Service refused to participate with other land managing agencies in projects being developed as a result of the agreement signed in Utah last September by the National Park Service, four other land managing agencies and the U.S. Travel and Tourism Association?

I would appreciate your prompt response to these inquiries.

Sincerely,

Bruce F. Vento
Chairman, Subcommittee
on National Parks, Forests
and Public Lands

BFV/alh

United States Department of the Interior

NATIONAL PARK SERVICE
P.O. Box 37127
Washington, D.C. 20013-7127

TAKE PRIDE IN AMERICA

IN REPLY REFER TO

C3823(680)

APR 9 1993

Honorable Bruce F. Vento
Chairman, Subcommittee on
National Parks, Forests and
Public Lands
House of Representatives
Washington, D.C. 20515-6201

Dear Mr. Vento:

Thank you for your March 15, 1993, letter regarding the March 4, 1993, oversight hearing on National Park Service (NPS) budget accountability and financial management and also your conversation on March 8, 1993, with several concessioners.

Your letter mentions that during the March 4, 1993, hearings you asked to receive information concerning the extent in which concessioners had been given credit in lieu of franchise fees for expenditures they had made. We agreed to supply it for the record. We have enclosed a listing of those concession contracts having special account provisions. The amounts shown in the "Estimated Expenditures" column totaling $9.6 million were obtained from the concessioners 1991 annual financial statements. The listing does not include any detail showing how the $9.6 million was spent. It would take a substantial amount of field time and effort to obtain such detail, however, should you wish that we provide it for you, please let us know.

Your letter also mentions that in your meeting with members of the Conference of Concessioners, they provided you with a document that included a 1991 estimate of "Annual Improvement Additions" of $27.3 million. You asked if the document was prepared by NPS and if it was accurate.

The document which you enclosed was prepared by my staff, however, the estimated amount of "Annual Improvement Additions" in the amount of $27.3 million has since been updated and now amounts to $39.9 million. The $39.9 million was taken directly from the 1991 financial statements (Schedule D, Depreciable Fixed Assets, Line 2, additions), submitted annually by concessioners. This amount includes not only possessory interest additions made to concessioner and Government-owned facilities and structures but also other than possessory interest additions such as furniture, fixtures, equipment and other improvements.

Also enclosed is a listing, by concessioner, which shows a concession by concession breakdown of the $39.9 million in capital additions made in 1991. It includes a column for possessory interest additions and a column for non-possessory interest additions. The amounts for possessory interest and other than possessory interest additions is the type of information which is ordinarily exempt from disclosure to the public under Exemption 4 of the Freedom of Information Act, 5 U.S.C. Section 552(b)(4) relating to confidential information. It is provided to you in your official capacity as Chairman, Subcommittee on National Parks, Forests, and Public Lands. Because the courts have determined that public disclosure of such information could cause substantial competitive harm to the concessioners from whom it was obtained, we request that it not be released to the public.

Additionally, we have enclosed an updated copy of the National Park Service Concessions Statistics document which you received from the concessioners and included with your letter. Please note that the amount shown on the line labeled "Annual Special Account Fees" has been increased from $6.9 million to $9.1 million and the amount shown on the line labeled "Annual Improvement Additions" have been increased from $27.3 million to $39.9 million. The $39.9 million of capitalized expenditures made by the concessioners in 1991 and labeled "Annual Improvement Additions" should not be confused with the estimated $9.1 million of non-capitalized expenditures made by the concessioners in 1991 and labeled "Annual Special Account Fees." They are not one and the same. The concessioners obtained no possessory interest for the $9.1 million and these expenditures were expensed in 1 year rather than being capitalized. Also, while we include the Annual Improvement Additions made by concessioners in our total "Return to the Government" calculation, we consider it to be a "Return to the Government" only in the most general terms.

We appreciate your continued interest in the National Park Service Concessions Program. If we can provide any additional information, please let us know.

Sincerely,

John H. Davis
Associate Director, Operations

Enclosures

08–Apr–93

Special Accounts

Concid #	Concessioner	Special Account Terms	Estimated Expenditures 1991
APIS001	Apostle Island Cruise Service	Flat fee of $2,500	2,500 ♠
BIBE002	National Park Concessions, Inc.	3.5% of Gross Receipts	115,046
BLRI003	Parkway Inn, Inc.	Flat fee of $5,400	5,400 ♠
BLRI007	National Park Concessions, Inc.	3.5% of Gross Receipts	58,127
BRCA002	Bryce/Zion Trail Rides	3.0% of Gross Receipts	8,037 ♠
BRCA003	TW Recreational Services, Inc.	3.0% of Gross Receipts	98,303 ♠
DEVA002	Fred Harvey, Inc.	7.0% minus Gas Sales	143,129
GATE005	Beverly Parking Corporation	6.0% up to $150,000	9,000
	Beverly Parking Corporation	82.0% from $150,000 to $275,000	102,500
GLAC002	Glacier Park Inc.	1.0% Capital Fund	77,716 ♠
	Glacier Park Inc.	6.0% Maintenance Fund	466,294 ♠
GRCA001	Fred Harvey Company	15,000 Building Use Fee	15,000
	Fred Harvey Company	.5% Visitor Improvements	263,731
GRCA002	TW Recreational Services, Inc.	3.5% Maintenance Fund	182,677 ♠
	TW Recreational Services, Inc.	3.5% minus New Lodging Facil.	125,473
GRCA033	Grand Canyon Railway, Inc.	$19,450 Building Use Fee	19,450 ①
ISRO002	National Park Concessions, Inc.	3.5% of Gross Receipts	34,257
LAVO001	California Guest Services, Inc.	$34,335 Building Use Fee	34,335
MACA002	National Park Concessions, Inc.	3.5% of Gross Receipts	85,732
MEVE001	ARA Mesa Verde Company	15.0% of Campground Receipts	42,695 ♠
MORU001	Mount Rushmore Mountain Co.	5.75% of Gross Receipts	388,307 ♠
OLYM003	National Park Concessions, Inc.	3.5% of Gross Receipts	51,172
SEQU004	Guest Services, Inc.	$275,346 Building Use Fee	275,346
SHEN001	ARA Virginia Skyline, Co.	3,908 Building Use Fee	3,908
	ARA Virginia Skyline, Co.	2.0% of Gross Receipts	179,571
THRO001	Peaceful Valley Trail Rides, Inc.	3.0% of Gross Receipts	2,129
YELL002	Hamilton Stores, Inc.	0.5% of Gross Receipts	90,960 ♠
YELL077	TW Recreational Services, Inc.	10.0% of Gross Receipts	3,221,946 ♠
	TW Recreational Services, Inc.	50% of YPSS Profit–50,000	153,591
	TW Recreational Services, Inc.	10.0% of Gross Receipts	3,221,946 ♠
ZION001	Bryce/Zion Trail Rides	3.0% of Gross Receipts	4,205 ♠
ZION003	TW Recreational Services, Inc.	3.0% of Gross Receipts	135,236 ♠
	Total		9,617,719

♠ No special account setaside – concessioner submits annual report to the park
① Financial statements required – reported gross receipts of zero

Possessory Interest Write–Off

Concid #	Concessioner	Estimated 1991 Value
SHEN001	ARA Virginia Skyline, Co.	179,571

Source – The amounts shown in the Estimated Expenditures column came from the concessioner's 1991 financial statements or were computed from the 1991 financial statements.

– The special account provisions shown in the Special Account Terms column were provided by the regional offices.

PARK ALPHA CODES

ABLI	ABRAHAM LINCOLN BIRTHPLACE NHS
ACAD	ACADIA NATIONAL PARK
ADAM	ADAMS NATIONAL HISTORIC SITE
AGFO	AGATE FOSSIL BEDS NATIONAL MONUMENT
ALFL	ALIBATES FLINT QUARRIES NM
ALPO	ALLEGHENY PORTAGE RAILROAD NHS
AMER	AMERICAN MEMORIAL PARK
AMIS	AMISTAD RECREATION AREA
ANCH	ALASKA PUBLIC LANDS INFO CTR - ANCHORAGE
ANDE	ANDERSONVILLE NATIONAL HISTORIC SITE
ANIA	ANIAKCHAK NATIONAL MONUMENT
ANIA	ANIAKCHAK NATIONAL PRESERVE
ANJO	ANDREW JOHNSON NATIONAL HISTORIC SITE
ANTC	ANTIETAM NATIONAL CEMETERY
ANTI	ANTIETAM NATIONAL BATTLEFIELD
APCO	APPOMATTOX COURT HOUSE NHP
APIS	APOSTLE ISLANDS NATIONAL LAKESHORE
ARCH	ARCHES NATIONAL PARK
ARHO	ARLINGTON HOUSE, THE ROBERT E. LEE MEM
ARO	ALASKA REGIONAL OFFICE
ARPO	ARKANSAS POST NATIONAL MEMORIAL
ASIS	ASSATEAGUE ISLAND NATIONAL SEASHORE
AZRU	AZTEC RUINS NATIONAL MONUMENT
BADL	BADLANDS NATIONAL PARK
BAND	BANDELIER NATIONAL MONUMENT
BATT	BATTLEGROUND NATIONAL CEMETERY
BCLO	BIG CYPRESS LAND ACQUISITION OFFICE
BEFR	BENJAMIN FRANKLIN NATIONAL MEMORIAL
BELA	BERING LAND BRIDGE NATIONAL PRESERVE
BEOL	BENT'S OLD FORT NATIONAL HISTORIC SITE
BIBE	BIG BEND NATIONAL PARK
BICA	BIGHORN CANYON NATIONAL RECREATION AREA
BICY	BIG CYPRESS NATIONAL PRESERVE
BIHO	BIG HOLE NATIONAL BATTLEFIELD
BISC	BISCAYNE NATIONAL PARK
BISO	BIG SOUTH FORK NATIONAL RIV & RECR AREA
BITH	BIG THICKET NATIONAL PRESERVE
BLAC	BLACKSTONE RIVER VALLEY
BLCA	BLACK CANYON OF THE GUNNISON NM
BLRI	BLUE RIDGE PARKWAY
BOAF	BOSTON AFRICAN-AMERICAN NHS
BOST	BOSTON NATIONAL HISTORICAL PARK
BOWA	BOOKER T. WASHINGTON NATIONAL MORUMENT
BRCA	BRYCE CANYON NATIONAL PARK
BRCR	BRICES CROSS ROADS NBS
BTLO	BIG THICKET LAND ACQUISITION OFFICE
BUFF	BUFFALO NATIONAL RIVER
BUIS	BUCK ISLAND REEF NATIONAL MONUMENT
BULO	BUFFALO NATIONAL RIVER LAND ACQ OFFICE
CABR	CABRILLO NATIONAL MONUMENT
CACA	CARLSBAD CAVERNS NATIONAL PARK
CACH	CANYON DE CHELLY NATIONAL MONUMENT
CACL	CASTLE CLINTON NATIONAL MONUMENT
CACO	CAPE COD NATIONAL SEASHORE
CAGR	CASA GRANDE NATIONAL MONUMENT
CAHA	CAPE HATTERAS NATIONAL SEASHORE
CAKR	CAPE KRUSENSTERN NATIONAL MONUMENT
CALO	CAPE LOOKOUT NATIONAL SEASHORE
CANA	CANAVERAL NATIONAL SEASHORE
CANY	CANYONLANDS NATIONAL PARK
CARE	CAPITOL REEF NATIONAL PARK
CARL	CARL SANDBURG HOME NHS
CASA	CASTILLO DE SAN MARCOS NATIONAL MONUMENT
CATO	CATOCTIN MOUNTAIN PARK
CAVO	CAPULIN VOLCANO NATIONAL MORUMENT
CEBR	CEDAR BREAKS NATIONAL MONUMENT
CHAM	CHAMIZAL NATIONAL MEMORIAL
CHAT	CHATTAHOOCHEE RIVER NATL REC AREA
CHCH	CHICKAMAUGA & CHATTANOOGA NMP
CHCU	CHACO CULTURE NATIONAL HISTORICAL PARK
CHIC	CHICKASAW NATIONAL RECREATION AREA
CHIR	CHIRICAHUA NATIONAL MONUMENT
CHIS	CHANNEL ISLANDS NATIONAL PARK
CHOH	CHESAPEAKE & OHIO CANAL NHP
CHPI	CHARLES PINCKNEY NATIONAL HISTORIC SITE
CHPO	CHICAGO PORTAGE NATIONAL HISTORIC SITE
CHRI	CHRISTIANSTED NATIONAL HISTORIC SITE
CHRO	CHIMNEY ROCK NATIONAL HISTORIC SITE
CLBA	CLARA BARTON NATIONAL HISTORIC SITE
CODA	COULEE DAM NATIONAL RECREATION AREA
COLM	COLORADO NATIONAL MONUMENT
COLO	COLONIAL NATIONAL HISTORICAL PARK
CORO	CORONADO NATIONAL MEMORIAL
COSW	CONGAREE SWAMP NATIONAL MONUMENT
COWP	COWPENS NATIONAL BATTLEFIELD
CRLA	CRATER LAKE NATIONAL PARK
CRMO	CRATERS OF THE MOON NATIONAL MONUMENT
CUGA	CUMBERLAND GAP NATIONAL HISTORICAL PARK
CUIS	CUMBERLAND ISLAND NATIONAL SEASHORE
CURE	CURECANTI NATIONAL RECREATION AREA
CUST	CUSTER BATTLEFIELD NATIONAL MONUMENT
CUVA	CUYAHOGA VALLEY NATIONAL RECREATION AREA
DELA	DELAWARE NATIONAL SCENIC RIVER
DENA	DENALI NATIONAL PARK
DENA	DENALI NATIONAL PRESERVE
DEPO	DEVILS POSTPILE NATIONAL MONUMENT
DESO	DE SOTO NATIONAL MEMORIAL
DETO	DEVILS TOWER NATIONAL MONUMENT
DEVA	DEATH VALLEY NATIONAL MONUMENT
DEWA	DELAWARE WATER GAP NAT RECREATION AREA
DINO	DINOSAUR NATIONAL MONUMENT
DSC	DENVER SERVICE CENTER
EBLA	EBEY'S LANDING NATL HIST RESERVE
EDAL	EDGAR ALLAN POE NATIONAL HISTORIC SITE

EDIS	EDISON NATIONAL HISTORIC SITE
EFAC	EASTERN FIELD ARCHEOLOGY CENTER
EFMO	EFFIGY MOUNDS NATIONAL MONUMENT
EISE	EISENHOWER NATIONAL HISTORIC SITE
ELMA	EL MALPAIS NATIONAL MONUMENT
ELMO	EL MORRO NATIONAL MONUMENT
ELRO	ELEANOR ROOSEVELT NATIONAL HIST SITE
EUON	EUGENE O'NEILL NATIONAL HISTORIC SITE
EVER	EVERGLADES NATIONAL PARK
FAIR	ALASKA PUBLIC LANDS INFO CTR - FAIRBANKS
FAMA	FATHER MARQUETTE NATIONAL MEMORIAL
FEHA	FEDERAL HALL NATIONAL MEMORIAL
FIIS	FIRE ISLAND NATIONAL SEASHORE
FIRE	FIRE MANAGEMENT OFFICE
FLFO	FLORISSANT FOSSIL BEDS NATIONAL MONUMENT
FOBO	FORT BOWIE NATIONAL HISTORIC SITE
FOBU	FOSSIL BUTTE NATIONAL MONUMENT
FOCA	FORT CAROLINE NATIONAL MEMORIAL
FOCL	FORT CLATSOP NATIONAL MEMORIAL
FODA	FORT DAVIS NATIONAL HISTORIC SITE
FODC	FORT DONELSON NATIONAL CEMETERY
FODO	FORT DONELSON NATIONAL BATTLEFIELD
FOFR	FORT FREDERICA NATIONAL MONUMENT
FOJE	FORT JEFFERSON NATIONAL MONUMENT
FOLA	FORT LARAMIE NATIONAL HISTORIC SITE
FOLS	FORT LARNED NATIONAL HISTORIC SITE
FOMA	FORT MATANZAS NATIONAL MONUMENT
FOMC	FORT MCHENRY NATL MONUMENT & HIST SHRINE
FONE	FORT NECESSITY NATIONAL BATTLEFIELD
FOPO	FORT POINT NATIONAL HISTORIC SITE
FOPU	FORT PULASKI NATIONAL MONUMENT
FORA	FORT RALEIGH NATIONAL HISTORIC SITE
FOSC	FORT SCOTT NATIONAL HISTORIC SITE
FOSM	FORT SMITH NATIONAL HISTORIC SITE
FOST	FORT STANWIX NATIONAL MONUMENT
FOSU	FORT SUMTER NATIONAL MONUMENT
FOUN	FORT UNION NATIONAL MONUMENT
FOUS	FORT UNION TRADING POST NHS
FOVA	FORT VANCOUVER NATIONAL HISTORIC SITE
FOWA	FORT WASHINGTON PARK
FRDO	FREDERICK DOUGLASS HOME
FRED	FREDERICKSBURG NATIONAL CEMETERY
FRNI	FRIENDSHIP HILL NATIONAL HISTORIC SITE
FRLA	FREDERICK LAW OLMSTED NHS
FRSP	FREDERICKSBURG & SPOTSYLVANIA NMP
GAAR	GATES OF THE ARCTIC NATIONAL PARK
GAAR	GATES OF THE ARCTIC NATIONAL PRESERVE
GATE	GATEWAY NATIONAL RECREATION AREA
GEGR	GENERAL GRANT NATIONAL MEMORIAL
GERO	GEORGE ROGERS CLARK NHP
GETC	GETTYSBURG NATIONAL CEMETERY
GETT	GETTYSBURG NATIONAL MILITARY PARK
GEWA	GEORGE WASHINGTON BIRTHPLACE NAT MON
GICL	GILA CLIFF DWELLINGS NATIONAL MONUMENT
GLAC	GLACIER NATIONAL PARK
GLBA	GLACIER BAY NATIONAL PARK
GLBA	GLACIER BAY NATIONAL PRESERVE
GLCA	GLEN CANYON NATIONAL RECREATION AREA
GLDE	GLORIA DEI (OLD SWEDES) CHURCH NHS
GOGA	GOLDEN GATE NATIONAL RECREATION AREA
GOSP	GOLDEN SPIKE NATIONAL HISTORIC SITE
GRBA	GREAT BASIN NATIONAL PARK
GRCA	GRAND CANYON NATIONAL PARK
GREE	GREENBELT PARK
GRKO	GRANT-KOHRS RANCH NATIONAL HISTORIC SITE
GRPO	GRAND PORTAGE NATIONAL MONUMENT
GRSA	GREAT SAND DUNES NATIONAL MONUMENT
GRSM	GREAT SMOKY MOUNTAINS NATIONAL PARK
GRTE	GRAND TETON NATIONAL PARK
GUCO	GUILFORD COURTHOUSE NMP
GUIS	GULF ISLANDS NATIONAL SEASHORE
GUMO	GUADALUPE MOUNTAINS NATIONAL PARK
GWCA	GEORGE WASHINGTON CARVER NM
GWMP	GEORGE WASHINGTON MEMORIAL PARKWAY
HAFE	HARPERS FERRY NATIONAL HISTORICAL PARK
HAGR	HAMILTON GRANGE NATIONAL MEMORIAL
HALE	HALEAKALA NATIONAL PARK
HAMP	HAMPTON NATIONAL HISTORIC SITE
HAVO	HAWAII VOLCANOES NATIONAL PARK
HEHO	HERBERT HOOVER NATIONAL HISTORIC SITE
HFC	HARPERS FERRY CENTER
HFJC	HARPERS FERRY JOB CORPS CIV CONS CTR
HOBE	HORSESHOE BEND NATIONAL MILITARY PARK
HOFR	HOME OF FRANKLIN D ROOSEVELT NHS
HOFU	HOPEWELL FURNACE NATIONAL HISTORIC SITE
HOME	HOMESTEAD NATIONAL MONUMENT OF AMERICA
HOSP	HOT SPRINGS NATIONAL PARK
HOVE	HOVENWEEP NATIONAL MONUMENT
HSTR	HARRY S. TRUMAN NATIONAL HISTORIC SITE
HUTR	HUBBELL TRADING POST NHS
IATR	ICE AGE NATIONAL SCENIC TRAIL
ICAG	ICE AGE NATIONAL SCIENTIFIC RESERVE
ILMI	ILLINOIS & MICHIGAN CANAL
INDE	INDEPENDENCE NATIONAL HISTORICAL PARK
INDU	INDIANA DUNES NATIONAL LAKESHORE
INTE	INTERNATIONAL PEACE GARDEN
ISRO	ISLE ROYALE NATIONAL PARK
JAGA	JAMES A. GARFIELD NATL HIST SITE
JAME	JAMESTOWN NATIONAL HISTORIC SITE
JECA	JEWEL CAVE NATIONAL MONUMENT
JEFF	JEFFERSON NATIONAL EXPANSION MEM NHS
JEFM	THOMAS JEFFERSON MEMORIAL
JELA	JEAN LAFITTE NATL HIST PARK & PRES
JICA	JIMMY CARTER NATIONAL HIST SITE

JODA	JOHN DAY FOSSIL BEDS NATIONAL MONUMENT
JODR	JOHN D ROCKEFELLER JUNIOR MEM PRKWY
JOFI	JOHN FITZGERALD KENNEDY NHS
JOFK	JOHN F KENNEDY CENTER
JOFL	JOHNSTOWN FLOOD NATIONAL MEMORIAL
JOMU	JOHN MUIR NATIONAL HISTORIC SITE
JOTR	JOSHUA TREE NATIONAL MONUMENT
KAHO	KALOKO-HONOKOHAU NATIONAL HISTORIC PARK
KALA	KALAUPAPA NATIONAL HISTORIC PARK
KATM	KATMAI NATIONAL PARK
KATM	KATMAI NATIONAL PRESERVE
KEFJ	KENAI FJORDS NATIONAL PARK
KEMO	KENNESAW MOUNTAIN NATL BATTLEFIELD PARK
KICA	KINGS CANYON NATIONAL PARK
KIMO	KINGS MOUNTAIN NATIONAL MILITARY PARK
KLGO	KLONDIKE GOLD RUSH NHP
KLSE	KLONDIKE GOLD RUSH NHP - SEATTLE UNIT
KNRI	KNIFE RIVER INDIAN VILLAGE NHS
KOVA	KOBUK VALLEY NATIONAL PARK
LABE	LAVA BEDS NATIONAL MONUMENT
LACH	LAKE CHELAN NATIONAL RECREATION AREA
LACL	LAKE CLARK NATIONAL PARK
LACL	LAKE CLARK NATIONAL PRESERVE
LAME	LAKE MEAD NATIONAL RECREATION AREA
LAMR	LAKE MEREDITH RECREATION AREA
LAVO	LASSEN VOLCANIC NATIONAL PARK
LECL	LEWIS & CLARK NATIONAL HISTORIC TRAIL
LIBO	LINCOLN BOYHOOD NATIONAL MEMORIAL
LIHO	LINCOLN HOME NATIONAL HISTORIC SITE
LINC	LINCOLN MEMORIAL
LONG	LONGFELLOW NATIONAL HISTORIC SITE
LOSA	LOWER ST CROIX NATIONAL SCENIC RIVERWAY
LOWE	LOWELL NATIONAL HISTORICAL PARK
LYJO	LYNDON B JOHNSON NHP
MACA	MAMMOTH CAVE NATIONAL PARK
MAJC	GREAT ONYX JOB CORPS CIV CONS CTR
MALU	MARTIN LUTHER KING JR NHS
MALW	MAGGIE L WALKER NATIONAL HISTORIC SITE
MANA	MANASSAS NATIONAL BATTLEFIELD PARK
MARO	MID-ATLANTIC REGIONAL OFFICE
MASA	MASAU TRAIL
MASI	MANHATTAN SITES
MAVA	MARTIN VAN BUREN NATIONAL HISTORIC SITE
MCHO	MCLOUGHLIN HOUSE NATIONAL HISTORIC SITE
MEVE	MESA VERDE NATIONAL PARK
MIMA	MINUTE MAN NATIONAL HISTORICAL PARK
MISS	MISSISSIPPI NATL RIVER & REC AREA
MOCA	MONTEZUMA CASTLE NATIONAL MONUMENT
MOCI	MOUND CITY GROUP NATIONAL MONUMENT
MOCR	MOORES CREEK NATIONAL BATTLEFIELD
MONO	MONOCACY NATIONAL BATTLEFIELD
MOPI	MORMON PIONEER NATIONAL HISTORIC TRAIL
MORA	MOUNT RAINIER NATIONAL PARK
MORR	MORRISTOWN NATIONAL HISTORICAL PARK
MORU	MOUNT RUSHMORE NATIONAL MEMORIAL
MOWO	MUIR WOODS NATIONAL MONUMENT
MWAC	MIDWEST ARCHEOLOGICAL CENTER
MWRO	MIDWEST REGIONAL OFFICE
NABR	NATURAL BRIDGES NATIONAL MONUMENT
NACC	NATIONAL CAPITAL PARKS-CENTRAL
NACE	NATIONAL CAPITAL PARKS-EAST
NAHP	NORTH ATLANTIC HISTORIC PRES CENTER
NAMA	NATIONAL MALL
NARO	NORTH ATLANTIC REGIONAL OFFICE
NATC	NATCHEZ NATIONAL HISTORICAL PARK
NATR	NATCHEZ TRACE PARKWAY
NAVA	NAVAJO NATIONAL MONUMENT
NCR	NATIONAL CAPITAL REGIONAL OFFICE
NEPE	NEZ PERCE NATIONAL HISTORICAL PARK
NERI	NEW RIVER GORGE NATIONAL RIVER
NISI	NINETY SIX NATIONAL HISTORIC SITE
NOAA	NORTHWEST ALASKA AREAS
NOAT	NOATAK NATIONAL PRESERVE
NOCA	NORTH CASCADES NATIONAL PARK
NOCO	NORTH COUNTRY NATIONAL SCENIC TRAIL
NPSA	NATIONAL PARK OF SAMOA
NRLO	NEW RIVER GORGE LAND RESOURCES OFFICE
OBRI	OBED WILD & SCENIC RIVER
OCMU	OCMULGEE NATIONAL MONUMENT
OLYM	OLYMPIC NATIONAL PARK
ORCA	OREGON CAVES NATIONAL MONUMENT
OREG	OREGON NATIONAL HISTORIC TRAIL
ORPI	ORGAN PIPE CACTUS NATIONAL MONUMENT
OVVI	OVERMOUNTAIN VICTORY NATL HIST TRAIL
OZAR	OZARK NATIONAL SCENIC RIVERWAYS
PAAL	PALO ALTO BATTLEFIELD NHS
PAAV	PENN. AVE. NATL HIST SITE
PAIS	PADRE ISLAND NATIONAL SEASHORE
PECO	PECOS NATIONAL MONUMENT
PEFO	PETRIFIED FOREST NATIONAL PARK
PERI	PEA RIDGE NATIONAL MILITARY PARK
PETE	PETERSBURG NATIONAL BATTLEFIELD
PEVI	PERRY'S VICTORY & INTERNATL PEACE MEM
PIMA	HOHOKAM PIMA NATIONAL MONUMENT
PINN	PINNACLES NATIONAL MONUMENT
PIPE	PIPESTONE NATIONAL MONUMENT
PIRO	PICTURED ROCKS NATIONAL LAKESHORE
PISC	PISCATAWAY PARK
PISP	PIPE SPRING NATIONAL MONUMENT
PNRO	PACIFIC NORTHWEST REGIONAL OFFICE
POGR	POPLAR GROVE NATIONAL CEMETERY
POPO	POVERTY POINT NATIONAL MONUMENT
PORE	POINT REYES NATIONAL SEASHORE
PRWI	PRINCE WILLIAM FOREST PARK

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PUHO PU'UHONUA O HONAUNAU NHP
RABR RAINBOW BRIDGE NATIONAL MONUMENT
REDW REDWOOD NATIONAL PARK
RICH RICHMOND NATIONAL BATTLEFIELD PARK
RIGR RIO GRANDE WILD & SCENIC RIVER
RMRO ROCKY MOUNTAIN REGIONAL OFFICE
ROCA ROOSEVELT CAMPOBELLO INTERNATIONAL PARK
ROCR ROCK CREEK PARK
ROLA ROSS LAKE NATIONAL RECREATION AREA
ROMO ROCKY MOUNTAIN NATIONAL PARK
ROWI ROGER WILLIAMS NATIONAL MEMORIAL
RUCA RUSSELL CAVE NATIONAL MONUMENT
SAAN SAN ANTONIO MISSIONS NATL HIST PARK
SACN SAINT CROIX NATIONAL SCENIC RIVERWAY
SACR SAINT CROIX ISLAND INTNL HISTORIC SITE
SAFE SANTA FE NATIONAL HISTORIC TRAIL
SAFR SAN FRANCISCO MARITIME NHP
SAGA SAINT-GAUDENS NATIONAL HISTORIC SITE
SAGU SAGUARO NATIONAL MONUMENT
SAHI SAGAMORE HILL NATIONAL HISTORIC SITE
SAIR SAUGUS IRON WORKS NATIONAL HISTORIC SITE
SAJH SAN JUAN ISLAND NATIONAL HISTORICAL PARK
SAJU SAN JUAN NATIONAL HISTORIC SITE
SAMA SALEM MARITIME NATIONAL HISTORIC SITE
SAMO SANTA MONICA MOUNTAINS NRA
SAPA SAINT PAUL'S CHURCH NHS
SAPU SALINAS PUEBLO MISSIONS NATL MONUMENT
SARA SARATOGA NATIONAL HISTORICAL PARK
SCBL SCOTTS BLUFF NATIONAL MONUMENT
SEAC SOUTHEAST ARCHEOLOGICAL CENTER
SEBE SEWALL-BELMONT HOUSE NHS
SEQU SEQUOIA NATIONAL PARK
SERO SOUTHEAST REGIONAL OFFICE
SHEN SHENANDOAH NATIONAL PARK
SHIC SHILOH NATIONAL CEMETERY
SHIL SHILOH NATIONAL MILITARY PARK
SITK SITKA NATIONAL HISTORICAL PARK
SLBE SLEEPING BEAR DUNES NATIONAL LAKESHORE
SOAR SOUTHERN ARIZONA GROUP
SOCU SOUTHWEST CULTURAL RESOURCES CENTER
SPAR SPRINGFIELD ARMORY NHS
STEA STEAMTOWN NATIONAL HISTORIC SITE
STLI STATUE OF LIBERTY NATIONAL MONUMENT
STRC STONES RIVER NATIONAL CEMETERY
STRI STONES RIVER NATIONAL BATTLEFIELD
SUCR SUNSET CRATER NATIONAL MONUMENT
SWRO SOUTHWEST REGIONAL OFFICE
THKO THADDEUS KOSCIUSZKO NATIONAL MEMORIAL
THRB THEODORE ROOSEVELT BIRTHPLACE NHS
THRI THEODORE ROOSEVELT INAUGURAL NHS
THRO THEODORE ROOSEVELT NATIONAL PARK
THST THOMAS STONE NATIONAL HISTORIC SITE
TICA TIMPANOGOS CAVE NATIONAL MONUMENT
TIMU TIMUCUAN ECOLOGICAL & HIST PRESERVE
TONT TONTO NATIONAL MONUMENT
TOSY TOURO SYNAGOGUE NATL HIST SITE
TUIN TUSKEGEE INSTITUTE NHS
TUMA TUMACACORI NATIONAL MONUMENT
TUZI TUZIGOOT NATIONAL MONUMENT
UPDE UPPER DELAWARE SCENIC & REC RIVER
USAR USS ARIZONA MEMORIAL
VAFO VALLEY FORGE NATIONAL HISTORICAL PARK
VAMA VANDERBILT MANSION NHS
VICC VICKSBURG NATIONAL CEMETERY
VICK VICKSBURG NATIONAL MILITARY PARK
VIIS VIRGIN ISLANDS NATIONAL PARK
VOYA VOYAGEURS NATIONAL PARK
WACA WALNUT CANYON NATIONAL MONUMENT
WAHA WARREN G. HARDING MEMORIAL
WAPA WAR IN THE PACIFIC NHP
WASH WASHINGTON MONUMENT
WEAC WESTERN ARCH & CONS CENTER
WHMI WHITMAN MISSION NATIONAL HISTORIC SITE
WHIS WHISKEYTOWN UNIT
WHSA WHITE SANDS NATIONAL MONUMENT
WICA WIND CAVE NATIONAL PARK
WICR WILSON'S CREEK NATIONAL BATTLEFIELD
WIHO WILLIAM HOWARD TAFT NHS
WORI WOMEN'S RIGHTS NATIONAL HISTORICAL PARK
WOTR WOLF TRAP FARM PARK
WRBR WRIGHT BROTHERS NATIONAL MEMORIAL
WRO WESTERN REGIONAL OFFICE
WRST WRANGELL-ST ELIAS NATIONAL PARK
WRST WRANGELL-ST ELIAS NATIONAL PRESERVE
WUPA WUPATKI NATIONAL MONUMENT
YELL YELLOWSTONE NATIONAL PARK
YONO TUCCA HOUSE NATIONAL MONUMENT
YORK YORKTOWN NATIONAL CEMETERY
YOSE YOSEMITE NATIONAL PARK
YUCH YUKON-CHARLEY RIVERS NATIONAL PRESERVE
ZION ZION NATIONAL PARK
ZUCI ZUNI-CIBOLA NATIONAL HISTORICAL PARK

National Park Service Concessions Statistics

		1992
Park with Concessioners		132
Number of Concessioners - Contracts	195	
Permits	465	
Total		660
Number of Commercial Use Licenses		1,781
Peak Employment		25,627

	1991
Annual Receipts	$618 million
Return to Government	
Annual Franchise Fee	18.1 million
Annual Taxes	10.2 million
Annual Special Account Fees	9.1 million
NPCI - .3 million	
Yellowstone - 6.6 million	
Others - 2.2 million	
Annual Improvement Additions (Estimate)	39.9 million
Rate Add-on (No Possessory Interest)	3.3 million
Glen Canyon - 2.3 million	
Yosemite - 1.0 million	
Return to Concessioner	
Net Income	$34.7 million (5.6%)

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